

Annual Report Fiscal Year 2008

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Modified Annual Report of the
Congressional Research Service of
the Library of Congress for Fiscal
Year 2008 to the Joint Committee
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Public Law 91-510

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Director's Message

The Congressional Research Service continues in its mission to serve Congress throughout the legislative process by providing authoritative, confidential, and objective research and analysis. This report highlights our service and the management initiatives that supported that service during fiscal year 2008.

Today Members of Congress must resolve issues that are growing more complex, technical and interrelated, requiring an increased reliance on expertise. In the face of this complexity, the elected representatives of the people rely on CRS. When Members turn to CRS, they can be assured that analysis they receive is sound. We do not advocate. We make methodologies and sources clear, and we hold legislative needs paramount, including the role of each individual Member in the deliberative processes of the Congress.

Over the past year, the Congress consistently turned to CRS when in need of assistance as it addressed extraordinarily challenging problems. CRS met needs in more than 150 policy areas across the full spectrum of the legislative agenda. The financial and economic crisis was increasingly the focus of intensive support. Economists, legislative attorneys, and specialists in American national government analyzed a range of proposals, examined actions in other countries, and assisted in assessing economic developments and in identifying and evaluating legislative options.

Other policy areas called for multi-disciplinary support. Notable examples relate to efforts to ensure effective U.S. engagement in Iraq and Afghanistan; provide for emergency responses to natural disasters; meet the nation's energy needs with due consideration for environmental imperatives and ongoing functions of

the economy; and improve the safety of food, drugs, and other products.

This past year CRS undertook several successful initiatives aimed at making CRS a more efficient and effective organization. We revamped our first-line management structure, hiring section research managers who work to ensure that CRS is aligned to the legislative challenges facing the Congress through collaboration, multi-disciplinary research and analysis, and by fostering an energetic work environment. We implemented a new process for production and formatting of CRS research products that more efficiently supports PDF and HTML distribution through the CRS website. We developed a plan to make our website more user-friendly and to ensure that Members have ready access to the full breadth and depth of our analytical and other services. Additional management accomplishments are detailed in this report.

These accomplishments reflect our commitment to fulfilling the CRS mission. We are proud of the Service's role and our unique tradition of providing high-quality research and analysis to the Congress, thereby contributing to an informed national legislature.



Daniel P. Mulholland

The statutorily defined mission of the Congressional Research Service (CRS) is to provide, exclusively to the United States Congress, objective, nonpartisan assessments of public policy issues and legislative options for addressing those issues.

Service to Congress



Support for Congress during FY2008 emphasized the importance of upholding the values embedded in this mission in services ranging from products accessed through the CRS Website; confidential in-person briefings, telephone consultations, and memoranda; and seminars and workshops to delivery of expert testimony, legal analyses, assistance with hearings and investigations, evaluation of data, and examination of legislative options and proposed programmatic changes.

CRS is the only congressional support agency that provides direct, confidential, consultative analysis to the entire congressional community. Members, committees, subcommittees, and congressional staff can rely on CRS expertise and support.

Throughout all stages of the legislative process CRS experts are available to identify and clarify policy problems,

explore policy options and potential impacts, monitor and assess effectiveness of efforts to address policy problems, and assist with understanding the intricacies of legislative procedures and processes

At the beginning of the second session of the 110th Congress the CRS director addressed CRS staff to summarize the many ways in which the Service supports the legislative agenda of Congress. He highlighted accomplishments that illustrate ways in which CRS fills a unique role for Congress:

"First, we understand Congress as an institution, its work processes, how Members operate, and its legal and constitutional contexts. Second, we are in a unique position to analyze issues that arise from and are often dominated by the operations of executive agencies and their missions. Third, we are uniquely equipped to offer multidisciplinary, analytic approaches to identifying relevant public policy issues and to offer solutions to address them. Fourth, we have the ability to rally and immediately offer support when Congress is faced with an emergency or other unexpected major event."

"As indicated by its multidisciplinary capacity, a defining characteristic of CRS support is collaboration. By bringing together all relevant disciplines and perspectives in a collaborative environment, the Service is able to respond to the increasing complexity of legislative challenges and provide authoritative analysis for all policymaking issues on the legislative agenda—be they contentious, intractable, complex, or frequently fast-moving issues."

The CRS Tradition

The assistance CRS provided to Congress in FY2008 reflects the unique, supportive CRS mission that has remained unchanged since its inception. The supportive role began in 1914 when Senator Robert La Follette and Representative John M. Nelson, both of Wisconsin,

promoted the establishment of a special reference unit in the Library of Congress whose sole purpose was to respond to congressional requests for information. Creation of this unit reflected progressive era ideas about the importance of acquiring knowledge for an informed and independent legislature. With enactment of the Legislative Reorganization Act of 1946, the Legislative Reference Service was given permanent authorization to assist Congress, primarily by providing facts and publications and by transmitting research and analysis done largely by other government agencies, private organizations, and individual scholars.

In 1970 Congress enacted the Legislative Reorganization Act, which changed the name of the support unit from Legislative Reference Service to the Congressional Research Service, increased its resources, and directed the Service to devote more of its efforts to doing research and analysis to assist Members of Congress in direct support of the legislative process. With this legislation, a new category of service was requested to be performed by CRS—assisting committees with the research and other assistance they needed. Today CRS provides a full range of research and information services to both Members and committees of Congress.

Outline of this Report

Below are highlights of fiscal year 2008 to illustrate the breadth and depth of CRS contributions to meeting congressional needs for legislative assistance, followed by selected management initiatives focused on enhancing the overall efficiency of the Service. Also included are budget components, descriptions of human resources and staff development, summaries of types of support provided, an overview of the Service's organizational structure, and a list of CRS products prepared during the fiscal year.

CRS is uniquely equipped to offer multidisciplinary, analytic approaches to identifying relevant public policy issues and to offer solutions to address them.

This section summarizes CRS highlights for fiscal year 2008 to illustrate the breadth and depth of CRS services that meet ongoing, challenging congressional needs for legislative assistance.

Legislative Support

Major Issues of the Year

Financial and Credit Markets: Instability

CRS staff assisted Congress in its deliberations on a package of measures designed to reduce financial market stresses and limit negative spillovers into the broader economy from ongoing turmoil in the financial sector. The desire of Congress to craft timely and robust responses to rapidly unfolding, unprecedented events in the marketplace put a premium on timeliness and insightfulness in the efforts of specialists in financial economics to prepare and update authoritative and nonpartisan research, especially analyses of the alternative legislative approaches that were being discussed. CRS experts relied on all available communications channels, including many in-person briefings and on-call consultations, to meet urgent needs during periods of intense



negotiations that culminated in passage of the Emergency Economic Stabilization Act of 2008 (P.L.110-343). CRS analysts also held two seminars for congressional staff to present analysis of the various issues that had been addressed by the legislation, highlight areas of continued concern to Congress, and respond to questions in an open forum format. Experts examined issues rising from the troubled financial sector over the course of the fiscal year, notably analyzing problems in secondary mortgage markets and their potential to contribute to a banking crisis, advising on protection of employees and retirees in business bankruptcies, and studying relevant experiences of and lessons from three foreign countries—Chile, Japan, and Sweden. The Service provided extensive oral and written analyses during hearings in fall 2007 to assist Congress in understanding sovereign wealth funds and their potential impact on various asset markets and conducted several seminars on the use of these funds.

Mortgages and Housing Market Concerns

CRS analysts and attorneys examined an array of issues emerging as Congress weighed approaches to addressing deepening difficulties in the housing market. They conducted CRS seminars and Federal Law Update presentations to help explain the complexities of mortgage financing and new law. CRS information specialists compiled authoritative historical documentation that enabled the Service to address concerns pertaining to mortgages and the housing market. CRS economists examined approaches to making residential mortgage financing available and affordable during financial and economic turbulence. CRS attorneys analyzed proposals to modify residential mortgage debt during bankruptcy proceedings. Attorneys also briefed Congress on Fifth Amendment “takings” issues relating to proposals to require loss mitigation prior to bank foreclosure of delinquent mortgages.

Taxation

CRS tax experts worked closely with Congress as it reexamined national housing tax policy measures to aid in stimulating housing demand as well as other tax relief measures designed to support troubled homeowners. For example, when income from cancellation of debt became an issue in fall 2007, CRS tax economists, in partnership with CRS legislative attorneys, provided consultation regarding a key area of the debate centered on whether to make the provision temporary or permanent. Ultimately, Congress enacted the Mortgage Forgiveness Debt Relief Act of 2007 (P.L. 110-142), which included temporary relief from taxation on cancelled debt. CRS tax and banking specialists also analyzed for Congress revenue raising issues associated with hedge funds and private equity funds and examined proposals to raise revenue to offset spending proposals under congressional PAYGO rules.

During consideration of the Farm Bill (P.L. 110-246) CRS attorneys examined self-employment taxability of payments received under the Conservation Reserve Program and a proposed codification of the economic substance doctrine. CRS attorneys also informed Congress about the ability of various types of tax-exempt organizations to participate in political activities, the constitutionality of the electioneering restriction imposed on churches in the context of legislation that would remove that restriction, and the refund scheme for the unconstitutionally collected coal excise tax.

Disaster Assistance and Recovery: Financing/Insurance

CRS experts met congressional needs relating to withdrawal of insurance industry coverage from markets at risk for natural disasters, e.g., the Gulf and Mid-Atlantic coastal regions, analyzed a variety of issues related to the California

CRS analysts and attorneys examined an array of issues emerging as Congress weighed approaches to addressing deepening difficulties in the housing market.

CRS experts analyzed a variety of issues related to the California wildfires and the Midwest floods of 2008, and helped during congressional debate on reauthorization and reconsideration of federal flood insurance.

wildfires and the Midwest floods of 2008, and helped during congressional debate on reauthorization and reconsideration of federal flood insurance. CRS posted a list of its experts on hurricanes and flooding issues on its Website for Congress immediately following landfall of Hurricane Gustav and the Midwest floods respectively. The Service addressed the capacity of insurers and their reinsurance partners to absorb losses from natural catastrophes, the feasibility of securitized catastrophe insurance, the quantitative and qualitative properties of returns on insurance exposures, and institutional pressures in the marketplace. Congress continued to consult with CRS about the efficiency of risk allocation in the financial system and CRS experts prepared written products that examined the management of catastrophic risks through brokered insurance and reinsurance agreements.

Additionally, CRS attorneys addressed questions regarding the types of assistance Congress could provide in the aftermath of the Midwest floods. They also provided written analyses of the authority of the Federal Emergency Management Agency (FEMA) under the Stafford Act to assist with elections that had been interrupted or postponed because of natural disasters.

Executive Branch Organization and Management

CRS provided Congress with expert assistance on proposed revisions to executive branch organizational structure including analyses of alternative approaches to interagency coordination of policymaking and implementation in such areas as ecosystem restoration and intellectual property rights enforcement. CRS attorneys addressed congressional and executive branch prerogatives to shape a prospective security agreement between the United States and Iraq. Selected issues included the nature and role of a status of forces

agreement; treatment of detainees held at Guantanamo Bay, Cuba; legal protections and rights afforded to members of the armed forces; and amendments to intelligence collection law, specifically the Foreign Intelligence Surveillance Act of 1978 (50 U.S.C. Sec. 1801 et seq.).

Another CRS assessment for Congress focused on reconsideration of the role and mission of the Homeland Security Council statutorily established by the Homeland Security Act of 2002 (P.L. 107-296). CRS also examined evolving efforts to implement recommendations of the 9/11 Commission Act reestablishing the Privacy and Civil Liberties Oversight Board as an independent agency within the executive branch. Experts provided other research assistance on proposals for creating national commissions and similar temporary study panels for examining specific policy concerns and developments. Yet other assistance included analyses of the authority and resources of the Office of the Vice President, the development and resources of the White House Office of Political Affairs, possible consolidation of the United States Forest Service into the Department of the Interior, and reconstituting the Bureau of the Census as an independent agency in the executive branch. CRS also examined quasi-governmental entities that might be employed to improve health care, encourage the development of environmentally friendly technology, and sequester carbon dioxide (CO_2) emissions.

Iraq

CRS analysts continued assisting Congress with oversight of U.S. Iraq policy. CRS experts testified before Congress on such matters as Iraqi internal politics and sectarian violence and the country's budget surplus stemming from high oil prices. Specialists briefed Members on issues such as national reconciliation efforts and the evolving security situation.

These experts helped prepare congressional delegations for meetings with visiting Iraqi leaders.

The Service briefed several committees in preparation for oversight hearings on Iraq's oil legislation, sectarian violence, and U.S.–Iraqi bilateral agreements. CRS experts also contributed analyses of legislation addressing the Iraqi refugee crisis and proposals to establish timetables for withdrawing U.S. troops. For oversight and appropriations purposes, they conducted research on Iraq reconstruction, the Department of Defense Commander's Emergency Response Programs in Iraq, and the Special Inspector General for Iraq Reconstruction.

Defense Spending and War Costs of Iraq and Afghanistan Operations

CRS specialists continued to analyze the many spending issues associated with military operations in Iraq and Afghanistan especially related to the level, content, and timing of the Department of Defense's supplemental budget requests. This analytical assistance included an examination of defense spending priorities by war mission as well as the adequacy of funding for the U.S. military in the Iraq war, and an assessment about including specific DOD funding requests for certain weapon systems in an emergency supplemental request as opposed to including them in the regular congressional budget and oversight process.

CRS attorneys briefed Congress on Iraq contracting (including use of sole source contracts, private security contractors, and contingency contracts). To help address controversial levels of U.S. spending on outsourcing contracts, CRS conducted a seminar addressing issues related to DOD and State Department use of private security contractors in Iraq and Afghanistan. In connection with committee support on contracting in Iraq, an attorney prepared memoranda

on suspension and debarment regulations and procedures. Attorneys and analysts also participated in four congressional briefings concerning the Base Realignment and Closure (BRAC) process.

Russia and the Caucasus

In late 2007 when new Russian presidential elections were announced, CRS analysts provided authoritative products and helped prepare for several congressional hearings, including hearings on Russia held on the eve of its national elections, on the future administration of newly elected Russian President Medvedev, and on U.S.–Russia relations.

In spring 2008 at the NATO Summit, then-Russian President Putin warned that any intention on the part of NATO to offer membership action plans to Georgia or Ukraine could result in unanticipated consequences. When the United States announced that it was negotiating placement of a missile defense system in Poland and the Czech Republic, Russia immediately condemned the effort and said relations with the west would take a new turn. CRS provided expertise on these issues as well as possible Russian responses. In August 2008, when the Russia–Georgia conflict erupted, CRS specialists were quick to develop analyses of the conflict. An experts list, together with these analyses, was posted on the CRS Website for Congress, and products were distributed to congressional staff within days of the start of the conflict. As the conflict continued and tensions rose, CRS staff informed Congress by assessing principal aspects and developments such as the end of the hostilities, the withdrawal of Russian troops, U.S. and international responses, and post-conflict aid efforts. CRS experts assisted with several hearings addressing the Russia–Georgia conflict in both the House and Senate and consulted on legislation addressing the conflict. They consulted with Congress as it debated the Consolidated



CRS analysts helped focus attention on the problems as well as the opportunities related to carbon capture technology.

Security, Disaster Assistance, and Continuing Appropriations Act, 2009 (P.L. 110-329), which provided aid for Georgia. CRS also assisted with in-person consultation, briefings, as well as written materials for CODELs traveling to Georgia or Russia.

U.S. Trade and Trade Policy

With major trade agreement legislation and trade negotiations in limbo and with new opportunities and challenges presented by globalization, a major issue before Congress was determining what role and form trade and trade policy will have in the future. As these issues began to emerge, CRS analysts conducted four seminars from July to September 2008 in a series titled, *The Future of U.S. Trade and Trade Policy: Perspectives of Major U.S. Stakeholders*. The seminars brought together experts to address the issues from the perspective of labor, manufacturing industries, and the service sector, and explored an emerging issue in trade policy—climate change and foreign trade.

Foreign Aid Reform

CRS specialists worked closely with Congress as it examined the complex issue of U.S. foreign assistance policy and programs, as well as its cold war-era foundations in law. During FY2008 Congress drafted legislative proposals to reform U.S. organizations that implement the majority of foreign aid—the nongovernmental and private voluntary organizations that disburse food aid, run health clinics, assess needs, and identify targeted populations. CRS experts partnered with relevant committees throughout the year on multiple aspects of this reevaluation.

Nuclear Weapons: U.S. Posture and Programs

CRS provided expertise for a series of hearings on nuclear terrorism and prepared analysis on possible intentions and

capabilities of terrorist groups that might seek to acquire nuclear weapons. Experts reported on the technologies designed to detect special nuclear materials and nuclear weapons that could be smuggled in cargo shipments. When Congress considered civilian nuclear cooperation (“123”) agreements with Turkey, Russia, and India in 2008, CRS consulted regularly with Members. Congress continued to debate several programs that are intended to support and modernize the U.S. nuclear arsenal. CRS frequently met with congressional staff to inform them on nuclear weapons issues such as the nuclear weapons programs of the other U.N. Security Council permanent members—China, France, Russia, and the United Kingdom.

Climate Change

Climate change and its impacts on natural resources and strategies to mitigate those impacts have become significant issues for Congress as it considers legislation to limit carbon emissions and respond to climate change. While both chambers held hearings and marked up legislation, and the Senate moved a greenhouse gas control bill to the floor (H.R. 6), CRS environmental experts assisted Congress in understanding the process, potential problems, and unknowns involved in capturing, transporting, and storing carbon underground. Analysts helped focus attention on the problems as well as the opportunities related to carbon capture technology, and on how these technologies could be considered within the larger regulatory and market framework if their widespread deployment is a congressional goal. Due to intense legislative action CRS created and maintained comparative analyses of proposed legislation. To help with this effort CRS analyzed numerous aspects of the climate change issue, including policy designs, regulation of carbon markets, world trade implications, cost considerations,

and effects on key economic sectors. Several floor amendments emerged from this analytical work. CRS experts assisted committee staff with design work on a possible CO₂ trading program that has been incorporated into proposed cap-and-trade legislation. CRS identified and analyzed issues associated with international initiatives on climate change, such as the European Trading System, Kyoto provisions, and Chinese energy and climate change policy with respect to coal-fired power plants. CRS attorneys also looked at implications of the Environmental Protection Agency's denial of a preemption waiver allowing California to regulate greenhouse gas emissions from cars and trucks.

Energy Prices and Supply

As crude oil prices spiked above \$140 per barrel and gasoline prices topped \$4 per gallon, energy policy remained high on the national agenda. Much of the energy debate in Congress focused on proposals to open more of the U.S. outer continental shelf to oil and gas exploration and production after more than two decades of leasing moratoria. CRS analysts worked to develop for Congress a deeper understanding of highly complex economic relationships between the dollar, the trade deficit, and oil prices. Ultimately Congress dropped the leasing moratoria in the FY2009 Consolidated Security, Disaster Assistance, and Continuing Appropriations Act (P.L. 110-329).

Rising oil prices also drew congressional interest to possible price impacts of speculation in futures and derivatives markets. Of concern was the possibility that high prices were the result not simply of supply and demand forces, but also of speculative activity that had the potential to be both destabilizing and detrimental to American consumers and industry. In this context, Congress called on CRS to examine market structures and operations,

the current regulatory regime in the United States and abroad, and the legal status of unregulated derivatives trading. CRS also assisted Congress in evaluating legislative approaches and provided comparative analysis of the three dozen bills introduced.

Commodity Markets

During the first half of 2008 most agricultural commodity markets experienced historic price rises while U.S. and international news media reported looming supply shortages, rising food price inflation, poor or nonfunctioning agricultural markets, and prospects for hunger and political unrest in many developing countries. Congress examined government biofuel policies for their potential role in the emerging crisis. CRS staff addressed these issues in a series of congressional briefings and reports and posted a list of its experts and relevant products on a Website for Congress featuring food price volatility to facilitate congressional access to expertise on ongoing global food supply issues. This collection of products included reports on domestic and international impacts of price increases and an analysis of U.S. government options for responding to short-term humanitarian food needs and long-term development challenges. CRS experts also presented a workshop that provided the background on and the outlook for agricultural markets. Presenters at the workshop discussed the role of existing federal policy in responding to domestic food price inflation and international food assistance needs.

Food and Drug Regulation

CRS expert analysis informed the legislative and implementation processes on a range of issues regarding regulatory reform in the Food and Drug Administration (FDA), such as mechanisms for improving drug safety, pathways for

"The Congressional Research Service, our independent group that analyzes policy matters, informed me this morning that...."
—Senator Ron Wyden

publishing clinical trials data, the role of user fees in agency funding, and options for encouraging the development of medical products for pediatric patients. CRS analyzed for Congress legislative proposals for regulating follow-on biologics, food safety, importation, and inspection. As part of this work CRS assessed proposed new user fees to fund food safety activities and addressed how to enable early access to life-sustaining drugs; how to permit the sale of follow-on biologics; and under what circumstances authorities for inspection, recall, injunction, seizure, and the assessment of fines and civil penalties are appropriate to protect the public. Attorneys analyzed the legal authority of the FDA to detain imported goods without physically examining them, as well as its authority to issue import alerts and the legal challenges that have been brought against the agency with regard to those alerts.

When Congress also deliberated the merits of providing the FDA with a supplemental budget, it considered a detailed CRS analysis covering twenty-seven years of the agency's budget and statutory history and called upon a CRS analyst to testify about the report. As lawmakers prepared to enact the Animal Drug User Fee Amendments of 2008 (P.L. 110-316), it relied on CRS to provide an analysis of key issues in FDA's approval process for animal drugs, such as antimicrobial resistance and its public health implications.

Foodborne illness outbreaks linked to meat and fresh produce as well as concerns about the safety of foods imported from China and elsewhere added to the growing interest within Congress regarding the adequacy of the federal food safety system. Congress frequently called on CRS experts who work on food safety to explain and evaluate various aspects of this system as well as the Administration's formal recommendations for improvements. As reform options began to take shape during the Second

Session of the 110th Congress, CRS worked closely with lawmakers drafting legislation by analyzing various competing legislative proposals.

Nuclear and Radiation Detection Policy

Since the terrorist attacks of 2001 and the creation of the Department of Homeland Security, congressional policymakers have supported the funding of new and innovative technologies to prevent the unlawful entry of nuclear and radiation devices into this country. CRS analysts provided ongoing research, analysis, and testimony for several committees addressing whether the Department of Homeland Security is accurately testing—and accurately reporting on—the development of new detection technologies. CRS experts also offered extensive breadth and depth of analysis on other science and technology homeland security issues, including the Project BioShield program, chemical plant security, and critical infrastructure and cybersecurity issues.

Farm Bill and Farm Policy

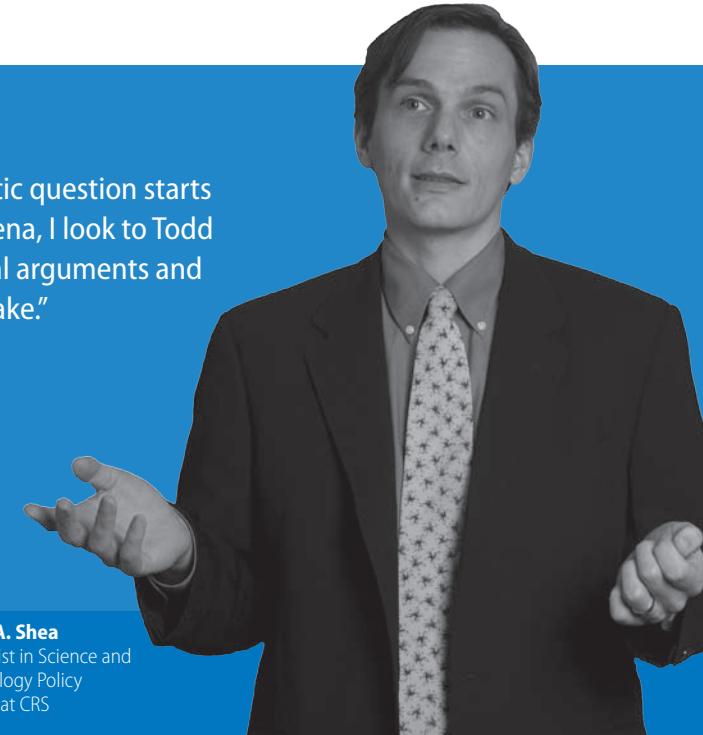
During FY2008 Congress completed a two-year effort to replace the expiring 2002 omnibus farm bill with a new five-year omnibus 2008 farm law. Throughout the legislative process, CRS assisted Congress on every title of the legislation including farm commodity support, conservation, trade, rural development, nutrition, credit, energy, and research, among others. Attorneys at the Service analyzed various interpretations of country-of-origin labeling provisions included in the bill. Congress relied on CRS analysts to enhance its understanding of current agricultural policy and to analyze policy options under consideration. Assistance included review and analysis of legislative options and in-depth analysis of the House- and Senate-passed bills.



Todd: I can cite laws and regulations, but I need Dana's policy perspective for the larger context and to round out the Members' understanding.

Todd: Our clients may be focused on one piece of the puzzle, while together we can present the larger picture.

Todd B. Tatelman
Legislative Attorney
6 years at CRS



Dana: When a programmatic question starts to venture into the legal arena, I look to Todd to tell me "here are the legal arguments and the approaches they may take."

Dana: Working as a team, we can present all the key components in a debate.

Dana A. Shea
Specialist in Science and
Technology Policy
5 years at CRS

CRS agricultural experts prepared approximately thirty CRS written products with detailed analysis of each title of the farm bill. These analyses were developed, regularly updated, and posted on the CRS Farm Bill Web page to inform Congress on specific program matters across the entire spectrum of issues in the farm bill.

Transportation Policy

During the past fiscal year transportation specialists at CRS began to gear up for what is expected to be a vigorous debate on how to reauthorize federal surface transportation programs and their attendant trust funds. Reauthorization is expected by the end of FY2009. Reauthorization is complicated by an ongoing shortfall in the Highway Trust Fund, volatile fuel prices, and by concern about failing infrastructure, as witnessed by the unexpected collapse of the

I-35 bridge in Minneapolis, Minnesota in summer 2007. CRS experts from across the Service prepared analyses on policy issues that are expected to be the focus of congressional debate as Congress begins writing transportation legislation: major highway and transit issues likely to be discussed in the reauthorization debate, various aspects of the federal transit program, highway and transit congestion, use of public-private partnerships as a mechanism for funding some infrastructure projects, and developments in the federal bridge program.

Aviation Policy

When Congress considered legislation to reauthorize the Federal Aviation Administration (FAA), CRS provided expertise to key committee staff in both the House and Senate as they developed policy options for addressing

CRS experts from across the Service prepared analyses on policy issues that are expected to be the focus of congressional debate as Congress begins writing transportation legislation.

financial, technical, and organizational issues related to the use of the nation's airspace and airports. Throughout the year Congress consulted with CRS to create a framework for resolving questions about FAA budgeting and finance; airport development and finance; FAA cost control measures; system-wide demand and capacity issues; modernization of national airspace system infrastructure; aviation safety; airline cabin issues; energy, environment, and noise issues; and international civil aviation issues.

Higher Education

As Congress turned to the task of amending and extending the Higher Education Act of 1965 (P.L. 89-329), CRS experts provided in-depth analysis of proposals to require increased disclosure of information about college costs and prices; introduce new state maintenance of effort in providing fiscal support for higher education requirements; expand student loan forgiveness benefits; and expand programs that provide assistance to minority-serving institutions. CRS analysts also comprehensively compared and contrasted the major legislative proposals advanced in the House and the Senate (H.R. 4137 and S. 1642).

Unemployment Compensation

Faced with the worsening economic and employment situation and the exhaustion of entitlement benefits by the first recipients of the Emergency Unemployment Compensation (EUC08) benefits (up to thirteen additional weeks to certain workers who have exhausted their rights to regular unemployment compensation), congressional attention shifted to consideration of EUC08 proposals to provide a more generous and targeted extension of the benefits as well as to alleviating financial distress experienced by the state UC programs. CRS analyzed

the financing structure of the UC program, the status of the states' UC accounts with the Unemployment Trust Fund, and state loan procedures. CRS also examined how proposals might alleviate the economic slowdown, compiled comparative analyses of the proposals, and provided assistance in targeting the proposals to best meet the intent of congressional clients.

State Children's Health Insurance Program (SCHIP)

The Medicare, Medicaid, and SCHIP Extension Act of 2007 (P.L. 110-173) appropriated funds to ensure that no state's SCHIP program would run out of federal SCHIP funds for low-income and low-income uninsured children before March 31, 2009. CRS experts worked with Congress on SCHIP issues at every stage of the legislative process. Experts analyzed a variety of policy considerations about the program's federal financing, states' flexibility in program design, and target populations. A CRS computer simulation model analyzed alternative prospective funding formulas, compared House and Senate versions of the reauthorization bills, and explored the impact of failing to reauthorize the program. CRS experts also prepared analyses of alternative approaches for the program's reauthorization as well as summaries and analyses of legislation. A CRS attorney assisted with legal issues raised by the reauthorization. Assistance was often in the form of analytical memoranda and both in-person and telephone consultations with staff.

Child Well-Being

During the 110th Congress lawmakers considered major changes to child welfare policy under Titles IV-B and IV-E of the Social Security Act. CRS contributed analyses on, among other aspects of the legislation, reauthorization of the adoption incentives program, expansion of eligibility for

federally funded foster care to older youth, establishment of new federal funding for subsidized guardianship arrangements, and creation of new grant programs. Congress called on CRS to describe how established programs responded to identified concerns. The Service compared the various legislative and Administration proposals related to adoption incentive reauthorization, subsidized guardianship, and de-linking of federal adoption assistance from the now defunct cash welfare program. Experts worked with congressional staff as they crafted a new fiscal incentive structure to encourage all states to increase adoption of children out of foster care. Analysts also helped prepare congressional staff for hearings examining child welfare challenges, especially problems confronting older youth leaving foster care.

Returning Service Members and Veterans

Congress continued to focus on the needs of veterans and service members, particularly those who have served on active duty after September 11, 2001, as they make the transition to civilian life. As Congress considered proposals to provide expanded education benefits to veterans, CRS analysts compared the proposed veterans' education benefits with the benefits available under previously existing programs, including the Montgomery GI Bill—Active Duty program. CRS researched the evolution of veterans' education benefit programs and conducted comparative analyses of various proposals under consideration.

CRS attorneys produced a portfolio of reports on various veterans' issues, including veterans' benefits and the procedures for obtaining the benefits and for appealing adverse decisions of the Department of Veterans Affairs. Several of these reports were used for congressional hearings and roundtables. A CRS attorney and two analysts served

on a witness panel at a hearing held by a congressional committee on issues dealing with legislative presumptions of disability within the context of Agent Orange.

During this Congress there was also heightened attention to the issues of homeless veterans, suicide prevention, and expansion of disability benefits for certain conditions such as traumatic brain injury and post-traumatic stress disorder. CRS analysts twice provided expert testimony on research regarding homeless veterans, as well as on major legislative milestones in the establishment of presumptions of service-connection for veterans' benefits. The Service also analyzed and compared proposals to address perceived shortcomings in the disability evaluation and compensation process and the transition from military service to civilian life.

Civil Rights and Discrimination

CRS legal experts assisted Congress by providing advice and analysis regarding issues in race discrimination, pay equity, and affirmative action. In response to congressional requests and in anticipation of forthcoming legislation, CRS analyzed the constitutionality of proposed legislation that sought to promote diversity in the Senior Executive Service, provided briefings and written materials on civil rights protections for religion under Title VII of the Civil Rights Act of 1964 (42 U.S.C. Sec. 2000e et seq.), addressed the scope of the protections currently offered and the factors necessary for religious organizations to qualify for exemptions from nondiscrimination provisions, and compared proposed legislation with existing protections under Title VII.

CRS worked closely with congressional staff on legislation to amend the definition of individual with a disability in the Americans with Disabilities Act (PL. 101-336, 42 U.S.C. Sec. 12101 nt.) and expand its interpretation from that given by the Supreme Court. CRS staff provided





information and analysis during the drafting of the legislation, hearings, and floor debate as the legislation became law, the ADA Amendments Act of 2008 (P.L. 110-325).

Lobbying and Ethics Reform

In the closing days of FY 2007 Congress passed the Honest Leadership and Open Government Act of 2007 (P.L. 110-81). In the early months of FY2008 CRS attorneys compared the new provisions to existing law and rules, analyzed the impact of the law and rule changes, assessed the constitutionality of various approaches to lobbying and ethics reform, and briefed Members and staff. The legislation and the subsequent analyses of the law involved changes to the Lobbying Disclosure Act of 1995 (P.L. 104-65) and changes to House and Senate gift rules—particularly with respect to gifts of travel expenses from lobbyists and their clients. The legislation also included reform of the congressional pension laws to provide loss of annuities for various corruption offenses by Members of Congress and expanded the so-called revolving door restrictions on former Senators and staff and provided greater transparency in the congressional earmark process. CRS provided help as the House adopted internal House rule changes to establish an independent ethics commission that would oversee congressional ethics enforcement and discipline in the House of Representatives. These attorneys also worked with the oversight staff of congressional committees investigating allegations of partisan political activities and potential Hatch Act violations at the General Services Administration and voter registration activities within federal facilities, including Department of Veterans Affairs facilities.

Foreign Relations, Defense, and Trade

Middle East Conflict

With a renewed U.S. push to bring about a peaceful solution to the long-running Israeli–Palestinian conflict, Congress frequently turned to the Service to provide assistance on this complex issue. CRS analysts provided a variety of services, including a study of the November 2007 Annapolis Peace Conference and clarification of Israeli-Palestinian negotiations over the status of Jerusalem, permanent borders, and refugees. Experts at the Service also helped prepare briefings for numerous CODELs to Israel, and a CRS analyst accompanied a staff delegation to explore smuggling tunnels serving as conduits for arms to the Palestinian military group Hamas. The latter trip formed the basis for a CRS report on arms tunnels that assisted Members drafting legislation to withhold U.S. military aid to Egypt.

Sub-Saharan Africa

As CRS Africa experts continued to research the ongoing crisis in Darfur, Sudan, they took on new issues, such as the launching of a new U.S. Africa Command. These experts frequently briefed Members on the Darfur crisis and traveled on several CODELs to the region to assist in understanding the situation. A CRS expert provided congressional testimony on the U.S. military's role in Africa.

Latin America: The Mérida Initiative

In October 2007 the United States and Mexico announced the Mérida Initiative, a multiyear plan for U.S. aid to Mexico and Central America aimed at combating drug trafficking, gangs, and organized crime. CRS analyzed the initiative, clarified how it would work, and explained differences between this plan and other similar programs already in

place in Colombia and the Andean region. CRS assisted as Members considered authorization and appropriations legislation for the Mérida Initiative and explained how various components of the plan would be implemented and evaluated.

Cuba after Fidel Castro's Rule

As in past years, Congress continued debate on how best to support political and economic change in Cuba. Unlike past years, however, Congress examined policy toward Cuba in the context of Fidel Castro's departure from government and the official installation of his brother, Raúl Castro, as President in February 2008. CRS contributed to hearings focusing on Cuba's political succession and U.S. policy in the aftermath of that succession, and on U.S. restrictions placed on family travel and remittances to Cuba. CRS analysts addressed Cuba's development of its offshore oil sector, U.S. economic sanctions, and U.S. government support for human rights and democracy projects.

Burma

CRS experts kept Members and staff fully informed as several tumultuous events unfolded in Burma. These experts kept Congress informed on challenges to implementing the humanitarian response during the Burmese government's violent suppression of a popular uprising led by Buddhist monks in October 2007. Analysts briefed Members on the U.S. and multinational responses in the days following the devastating assault of Cyclone Nargis in May 2008. Congress assumed a comprehensive approach to trade, aid, and diplomacy relating to Burma (the Tom Lantos Block Burmese JADE (Junta's Anti-Democratic Efforts) Act of 2008; P.L. 110-286), and new restrictions on trade with Burma (P.L. 110-287). CRS foreign policy and regional analysts assisted Members

assessing current laws by addressing rapidly changing conditions in Burma, and crafting effective U.S. political, diplomatic, and economic responses to the events.

Holocaust Compensation and Restitution

When congressional interest in Holocaust-era compensation and restitution began to develop, CRS analysts helped Congress define the issue and examine the options available to address the many complications that arose with this issue. CRS analysts conducted numerous briefings and helped Congress prepare for hearings on unpaid Holocaust-era insurance policies as well as contributed expertise during consideration of pending House legislation (H.R.1746, the Holocaust Insurance Accountability Act of 2008).

International Violence Against Women

CRS contributed extensive analysis during congressional efforts to encourage President Bush to forward the Convention on the Elimination of All Forms of Discrimination Against Women to the Senate for its advice, and to develop legislation on gender-based violence and international violence against women. CRS researched the nature of, and funding for, the executive branch's international assistance programs that have some prospect of deterring or alleviating violence against women. Over the course of the year, CRS analysts expanded their coverage of the issue to inform Members on the role of multilateral organizations—particularly the U.N. and its affiliates—in identifying the root causes of violence against women and implementing international responses.

China's "Soft Power"

CRS analysts worked with Congress as lawmakers considered the expansion of Chinese influence around the globe. CRS

As CRS Africa experts continued to research the ongoing crisis in Darfur, Sudan, they took on new issues, such as the launching of a new U.S. Africa Command.

“The Congressional Research Service, our own independent research service, estimates....”
—Senator Jeff Sessions

staff reported on the growth of China’s “soft power” in South America, Asia, and Africa and explored Congress’s interest in numerous aspects of the U.S.–China relationship, including the Beijing Olympics, China’s human rights record, its trade, investment and currency policies, and its growing energy demand and environmental record.

Pakistan

Deepening turmoil in Pakistan made the country one of Congress’s key interests. CRS analysts provided timely analysis throughout the year, particularly at several key junctures, including the December 2007 assassination of Benazir Bhutto, the August 2008 resignation of President Pervez Musharraf and the subsequent election of Bhutto’s widowed husband Asif Ali Zardari, and the September 2008 bombing of the Marriott Hotel in Islamabad. The Service also prepared a probing analysis of U.S. military and nonmilitary assistance programs in Pakistan and addressed the implications of deepening U.S. involvement in counter-terrorism efforts on the Pakistan–Afghanistan border.

Emergency Supplemental Appropriations for FY2008

CRS contributed to intensive efforts in late 2007 and early 2008 to provide timely and authoritative analysis on supplemental funding requests for military operations and international affairs for FY2008. In addition to identifying major differences between various Administration funding requests and enacted legislation from the First Session of the 110th Congress, analysts closely tracked significant differences between the House and Senate on the scope of the spending bill as well as rapidly changing dynamics between Congress and the White House. Frequent, coordinated updates of comprehensive CRS reports substantially contributed to the work of both the House and Senate.

Military Manpower and Defense Health Issues

CRS specialists in manpower management addressed issues related to activating and deploying U.S. reserve forces during wartime, the impact on recruiting and retention, on military assistance to civil authorities, and on interagency policy development and coordination during a potential U.S. disaster or terrorist crisis scenario. The Service analyzed defense health issues including the growing cost of providing military health care benefits to personnel assuming large combat responsibilities in the war on terrorism.

Implementing the Closing and Realigning of U.S. Military Installations

Many in Congress closely followed how the ratified Department of Defense list for closing and realigning military installations (BRAC) would affect their constituencies and the U.S. defense posture. CRS continued to provide multidisciplinary analysis of the many defense, environmental, land use, legal, budgetary and economic implications of DOD’s list, as well as how the BRAC Commission actions would be implemented. The Service reported on BRAC funding issues and briefed Congress on the related issues, including progress and problems associated with implementing the action plans for these installations.

Missile Defense

Through both testimony and reporting, the Service contributed to congressional debates on the deployment of U.S. missile defense systems to Europe. This effort built on collaboration among CRS experts in defense, diplomacy, international law, as well as analysts specializing in Eastern Europe, Russia, and the Middle East regions.

Military Procurement

With the last-minute push to approve the FY2009 Defense Authorization and Defense Appropriation, CRS provided authoritative analysis of the Navy's decision to procure more Arleigh Burke-class destroyers at the expense of the new Zumwalt-class destroyer program. The Service analyzed issues relating to the Air Force's decisions on a new tanker for air-to-air refueling, the Joint Cargo Aircraft Program, and the F-22 Raptor fighter procurement. CRS briefed Members on operational and programmatic land force issues concerning the Army's Future Combat System, the Marines' Expeditionary Fighting Vehicle, and DOD's Mine Resistant, Ambush Protected Vehicle. CRS specialists also informed Members on U.S. Special Operations Forces operational and force structure issues.

Free Trade Agreements and Trade Promotion Authority

CRS contributed to policy debates when Congress expressed strong interest in free trade agreements (FTAs) both as a trade policy tool and as a key to understanding specific agreements, especially proposed U.S. FTAs with Colombia, Panama, Peru, and South Korea.

Tariff Preference Programs: Haiti Hope Act Amendments

The 110th Congress made a major commitment to Haiti in passing the Hemispheric Opportunity through the Partnership Encouragement Act of 2008 (HOPE II), part of Title XV of the Food, Conservation, and Energy Act of 2008 (H.R. 6124/P.L. 110-246) also known as the "Farm Bill." CRS analysts assisted early in the drafting process by analyzing options and describing the potential impact of the new law on the Haitian economy.

Export Controls

CRS worked closely with Congress as it developed legislation that became the Securing Exports through Coordination and Technology Act of 2008 (H.R. 5828), a bill integrating export control information into the export clearance process. The Service reviewed various drafts and participated in discussions of the bill with representatives from the Department of Commerce's Bureau of Industry and Security, with freight forwarders, and with enforcement personnel. Assistance included briefings on provisions of the bill and assistance with preparations for a committee hearing.

Overseas Private Investment Corporation (OPIC) Reauthorization

When the House introduced and passed the Overseas Private Investment Corporation Reauthorization Act of 2008 (H.R. 2798) to reauthorize OPIC through 2010, CRS provided analyses of the substance of the bill, the changes it would require OPIC to make, and explanation of its complicated budget situation.

Domestic Social Policy

Medicaid

Congress worked closely with CRS as lawmakers placed temporary moratoriums on the implementation of four controversial regulations last year that anticipate large reductions in federal spending for Medicaid. A war supplemental spending bill enacted in 2008 (P.L. 110-252) further delayed implementation of these regulations and two others until April 1, 2009. In addition, Congress responded to the U.S. economic downturn by considering legislation that would provide state fiscal relief in the form of a temporary increase in the Medicaid federal medical assistance





Janet: When I need data, Chris is invaluable to me. He'll know where to find it or even run the numbers for me.

Janet Kinzer
Information Research Specialist
18 years at CRS

Chris: When I begin to write a new report, I often turn to Janet to obtain existing research. It's important to identify gaps so I can fill them in.

Chris: There are times that she knows exactly where information is to be found that I don't—and vice versa—so this partnership works very well in providing comprehensive analysis to our clients.



Chris L. Peterson
Specialist in Health Care Financing
7 years at CRS

percentage (FMAP, which determines the federal share of most Medicaid costs). CRS analysts prepared numerous in-depth studies of each of the proposed regulations affected by the Medicaid moratoriums. As part of this effort, CRS analyzed Medicaid targeted case management (TCM) benefits by evaluating the trend in TCM expenditures as compared to those of Medicaid generally. Analysts provided various perspectives on the interim final rule and prepared estimates of the impact of the temporary financial increase on each state's Medicaid funding.

Elementary and Secondary Education Act (ESEA)

The statute authorizing a majority of federal aid for K-12 education expired at the end of FY2008. As Congress considered changes to the ESEA, last reauthorized by the No Child Left Behind Act of 2001, CRS analysts provided

quantitative analyses of standards-based assessments of pupil achievement to determine whether adequate yearly progress (AYP) requirements were appropriately focused on improving education for disadvantaged pupil groups and on identifying low-performing schools. Analysts also examined the assessments to determine whether sanctions were applied to schools and local educational agencies that failed to meet AYP requirements, whether achievement levels significantly improved, and how formulas used to allocate funds to states and local educational agencies might be altered to achieve specific goals.

Mental Health Parity

Twelve years after passage of a basic mental health parity law, and following several unsuccessful efforts at expansion during earlier sessions, the 110th Congress passed the

Paul Wellstone and Pete Domenici Mental Health Parity and Addiction Equity Act of 2008. P.L. 110-343 amends the Public Health Service Act, the Employee Retirement Income Security Act, and the Internal Revenue Code to require health insurance plans that choose to cover mental illnesses to provide this coverage on par financially with their physical health benefits.

Congress turned to CRS as it considered policy issues ranging from the fundamentals of mental health care to the economic impact of expanding coverage, including questions about the appropriate scope of mental illnesses this law should cover, whether mental illnesses are treatable, and whether parity should extend to substance abuse disorders. Cost considerations included the effect of increased premiums on employers, increased health care cost for insurers, and lost taxable revenue in the federal budget. CRS assisted as Congress considered the cost effectiveness of treating mental illnesses in terms of increased workforce productivity and reduced morbidity, and also examined federalism issues by reviewing state laws addressing mental health parity and determining how these state laws would be affected by new federal mental health parity requirements.

Housing Assistance for Low-income Individuals and Families

The 110th Congress undertook the broadest review of federal housing assistance programs for low-income families in a decade. During this period the Service compared and contrasted provisions in competing legislative proposals. CRS specialists analyzed the potential effects of proposals related to non-citizen eligibility for housing assistance, the unique needs of homeless veterans, and issues surrounding seller-financed downpayment assistance. Experts examined the ongoing housing needs in areas affected by Hurricane

Katrina; the effects of funding formula changes on the primary rental assistance programs; and trends in housing assistance programs, policy, and funding over the past several decades.

The Genetic Information Nondiscrimination Act of 2008 (GINA)

CRS experts and attorneys worked with Congress during congressional consideration and passage of the Genetic Information Nondiscrimination Act (P.L. 110-233). This legislation, which was enacted in May of 2008, is considered by some to be the first civil rights legislation of the 21st century. The bill extends protection against genetic discrimination in the settings of employment and health insurance. CRS analyzed such issues as the potential impact of federal preemption on existing state law, the scope of GINA and behavioral genetic traits, and whether GINA creates any mandated benefits. CRS also provided analysis in response to questions about the application of GINA to fetuses and about the definition of who can be considered a family member.

Organ Donation

Congress turned to CRS when it amended the National Organ Transplantation Act (NOTA, P.L. 98-507) with the Charlie W. Norwood Living Organ Donation Act (P.L. 110-144), the latter legislation that aimed to increase the supply of organs by clarifying that certain living donation arrangements were permissible. CRS experts analyzed issues related to how living donation is included within the larger organ donation construct, the likely impact that paired organ donation and other donation systems would have on organ supply, the legislative history and legal interpretation of the term "valuable consideration" as it is defined by NOTA, and the

CRS analysts contributed to the discussion in a number of areas associated with the Medicare Improvements for Patients and Providers Act.

various ethical and policy issues related to living donation, paired donation, and list donation. CRS also evaluated the ethical issues involved in organ donation, such as how the scarce resource of organs can be fairly allocated in light of various proposals for increasing the supply, how a doctor should advise a healthy person considering making a donation, given the directive that physicians do no harm, and what sort of informed consent is appropriate for potential living donors, given that long-term research into the risks of living donation is ongoing.

Legal Immigration and Humanitarian Assistance

While comprehensive immigration reform legislation stalled in the Senate during the first session of the 110th Congress, a variety of disparate immigration provisions/bills came forward in the second session. As Congress sought to expand immigration benefits for military service members and their families, CRS analysts and attorneys provided analysis during drafting of legislation to ensure reentry into the United States by Legal Permanent Residents (LPRs) who are spouses or children accompanying military service members abroad and provide for overseas naturalization for such LPRs. Part of this work depended on a CRS analysis of data on foreign nationals in the military and an evaluation of obstacles they faced navigating the immigration system. CRS experts explored options to deal with stateside background checks of foreign nationals serving in the military abroad for S. 2840 (Military Personnel Citizenship Processing Act, P.L. 110-382), which establishes a liaison with the Federal Bureau of Investigation in the United States Citizenship and Immigration Services to expedite military naturalization applications. Congress also worked closely with CRS as it sought to make mandatory for all employers the E-verify or a similar system to determine the eligibility of an employee to work in the United States.

CRS analysts explored options to achieve this goal while also undertaking analyses of the potential impact such a system would have on employers. As lawmakers sought to increase the cap for admission into the United States for certain visa categories (i.e., H-2B, low-skilled workers) CRS experts outlined options for increasing such a cap and analyzed the potential impact.

Medicare: Controlling Costs and Ensuring Access to Services

CRS analysts contributed to the discussion in a number of areas associated with the Medicare Improvements for Patients and Providers Act (MIPPA; P.L. 110-275), which became law on July 15, 2008. This legislation is designed to avert a statutory Medicare reduction in payments for physicians by freezing physician fees at the June 2008 level until January 2009 and makes further changes to Medicare, Medicaid, and other programs under the Social Security Act. CRS analyzed the costs of indirect medical education and the implications of phasing it out, as this is the mechanism used in MIPPA to modify the premium bidding process associated with Medicare Advantage plans (Medicare Part C). Because the bill redefined the types of preventive services that are covered by the Medicare program, CRS staff provided analyses of the existing preventive services covered under the program. Technical analysis was also provided on other issues contained in the bill language including analysis of changes in hospital reimbursement, physician reimbursement, and changes in the payment system for renal dialysis services. These analyses included the review of existing payment mechanisms, an examination of how the proposal would affect these mechanisms, and the possible impact of these changes.

Workers' Compensation for Overseas Government Contractors

CRS assisted as Congress examined issues surrounding the Defense Base Act (DBA, P.L. 110-417), which mandates that overseas government contractors, including military contractors supporting U.S. efforts in Iraq and Afghanistan, provide workers' compensation insurance for their employees. Since the cost of this workers' compensation coverage is usually billed back to the federal government, Congress was especially concerned with program costs, insurance premiums that seemed inconsistent with reported risks and claims, and the strategy used by various agencies to select insurance providers. CRS analyzed data from the largest insurers providing workers' compensation coverage to government contractors in Iraq and Afghanistan and provided briefings on a variety of policy options for reforming the DBA.

Thrift Savings Plan for Federal Employees

In 2008 Congress began to develop legislation to incorporate three significant changes in the Thrift Savings Plan designed to help federal employees save for retirement: adoption of automatic enrollment in the plans for new employees, the authorization by Congress of after-tax contributions that grow on a tax-free rather than a tax-deferred basis, and expansion of the investment options available to participants. CRS experts analyzed trends and issues in retirement plan design and effectiveness, and testified at a hearing on H.R. 6500, the Thrift Savings Plan Enhancement Act of 2008.

Gender Pay Equity

The Paycheck Fairness Act had been introduced regularly since the 105th Congress but never progressed to a committee vote. On July 31, 2008, H.R. 1338 was agreed

to in the House. The legislation promotes pay equity between women and men through amendment of the Equal Pay Act (a part of the Fair Labor Standards Act) and establishes directives for the Equal Employment Opportunity Commission, Office of Federal Contract Compliance Programs and Bureau of Labor Statistics. CRS experts assisted lawmakers as they prepared for markup of this bill by explaining the contentious history of the policy issue. Analysts also informed Members regarding differing provisions of bills in both chambers.

Trade Adjustment Assistance (TAA) for Workers

The TAA program provides income support and training benefits to manufacturing workers who become unemployed for reasons related to international trade. The program, which was set to expire on September 30, 2007, was reauthorized by the House on October 31, 2007; the Senate had yet to act on its reauthorization bill at the close of the 110th Congress. CRS analyzed issues that arose in the context of the TAA reauthorization including the potential extension of program eligibility to service workers, production shifts to nontrade agreement countries, training fund levels and allocations, and integration with other programs for displaced workers. CRS also calculated the number of workers who might be eligible for TAA if eligibility is expanded to include nonmanufacturing workers.

Government and the Economy

Congressional Administration

CRS analysts continued to provide analytic support concerning the administration of Congress. Specialists reported on the franking privilege, electronic voting in the House of Representatives, congressional commissions,

"The bottom line is, if you can't trust CRS, who can you trust?"
—Representative William D. Delahunt



recycling programs in Congress, and the privatization of the Senate restaurant. Of particular note is the reporting on franking. The report demonstrated that aggregate mailing behavior was “multi-peaked” and not clearly related to elections, as previously thought.

Legislative Branch Appropriations

CRS experts informed Members in both chambers as they worked to develop the legislative branch budget for FY2009. In addition to providing committee assistance CRS worked with both chambers as they provided final funding for the Capitol Visitor Center and examined differing senior pay authorities within various legislative branch agencies.

Judiciary

CRS experts provided research and analysis on legislative initiatives concerning a number of administrative issues in the judicial branch; among them were judiciary appropriations, security, and televising the Supreme Court and other federal court proceedings. CRS evaluated the claim that salaries prevent the recruitment and retention of judges and analyzed several legislative options for Congress concerning judicial pay and related compensatory issues. The Service analyzed the role that home state Senators have played in the lower court selection process. Another related issue was the pace at which the Senate considers judicial nominations in a presidential election year. CRS experts continued to track presidential appointee positions requiring Senate confirmation, the committees considering the nominations, and recess appointments made by the President.

Emergency Exercises

CRS coordinated a series of consultations for Congress on a range of issues related to the emergency preparedness

exercises. Experts reported on homeland preparedness policy; the National Emergency Exercise Program; exercise participation by federal, state, and local government and the private sector; and exercise design, implementation, and evaluation.

Government Information Policy

Congress consulted with CRS on numerous occasions regarding information policy and practices of the federal government. Concerns included the development, administration, and adequacy of the Privacy Act of 1974; the applicability of the Federal Advisory Committee Act to various proposed or existing interagency and advisory panels; and the adequacy of existing policy to preserve electronic records and communications. CRS provided consultative assistance regarding the creation of presidential libraries and research centers apart from those established pursuant to the Presidential Libraries Act and assisted with congressional Freedom of Information requests to obtain information from federal agencies. The Service also assessed conditions and alternative approaches to the marking and management of Controlled Unclassified Information on a government-wide basis, as well as within the Department of Homeland Security to assist Congress in facilitating improved information sharing.

Executive Branch Oversight and Scrutiny

CRS worked closely with Congress as it examined the security clearance process in light of ongoing changes designed to expedite and improve such clearances, which now total nearly 3 million direct and contract employees. CRS consulted with congressional offices regarding ways to discover and verify waste and fraud in federal programs. In addition, CRS delivered expert testimony about Other Transaction (OT)

authority and options for evaluation and oversight of OTs and related procurement methods.

Federal Pay

CRS delivered expert testimony at a committee hearing on the Government Accountability Act of 2007 (H.R. 3268) and provided research and analysis as Congress developed a subsequent version of the legislation that was enacted several months later (P.L. 110-323). CRS assisted with preparations for another hearing on the implementation of the Administration's pay-for-performance system and reported on other pay-for-performance system issues including its functions under the National Security Personnel System. CRS analysts also analyzed the compensation and benefits of civilian employees deployed to Iraq and Afghanistan.

Federal Personnel

CRS staff gave expert testimony related to the representation of women and minorities in Senior Executive Service-level positions in six legislative branch agencies and assisted Congress with its preparations for a follow-up hearing on this issue. A CRS report on federal sick leave policies contributed to a bill to give employees in the Federal Employees Retirement System value for unused sick leave at the time of retirement, the provisions of which were included in a bill that the House approved this fiscal year. CRS analysts also provided research and analysis related to bills that allow federal employees in the executive branch to access their pay stubs electronically, remove Cost of Living Allowances in nonforeign areas, and allow telework in the federal government because of its possible application in planning for continuity of operations.

Congressional Budget Process

CRS budget process specialists assisted the 110th Congress in discussion of possible procedures for end-of-session wrap-up of congressional action on appropriations acts in the absence of floor action on regular appropriations bills for FY2009, including the duration and content of continuing resolutions in recent years, past practices in the use of omnibus appropriations measures and long-term continuing resolutions, and the impact of continuing resolutions on agencies. Throughout the year information specialists at the Service continuously updated its CRS Appropriations Status Table to assist the work of Congress and its committees.

Legislative Procedures

CRS specialists provided analyses and briefings on practices and trends concerning a variety of procedural controversies such as the use of motions to recommit in the House, the clearance process and the use of unanimous consent to approve legislation in the Senate, and the use of amendments between the chambers rather than conference committees as a means for resolving differences between the House and Senate.

Congressional Interparliamentary Assistance

CRS provided ongoing support to the House of Representatives Office of Interparliamentary Affairs, an entity within the Speaker's Office that provides assistance to the members of parliaments in newly emerging democratic nations. Activities included regular briefings for visiting foreign lawmakers to provide information on procedures, information resources, and organizational structures that could enhance the development of these national legislatures.

CRS coordinated a series of consultations for Congress on a range of issues related to the emergency preparedness exercises.

Congress called upon CRS expertise as lawmakers considered options for addressing high oil and gasoline prices.

Campaign Finance

CRS experts analyzed a variety of campaign finance issues. Assistance included review of draft legislation, broad discussions of legislative options, and in-person briefings during legislative and oversight hearings. CRS analysts and legislative attorneys continued their long-standing partnership to provide policy and legal research on topics such as implementation of campaign finance portions of the Honest Leadership and Open Government Act, automated political telephone calls, tax-exempt organizations and other tax-related issues, and public campaign financing. Experts at the Service provided written products and in-person briefings to support Senate deliberations on nominations to the Federal Election Commission and analyzed implications of an unprecedented six-month loss of the Commission's policymaking quorum.

Census Bureau

CRS contributed to hearings on the Bureau of the Census in preparation for the 2010 decennial population count. As part of preparations the Bureau established a contract for the development of highly specialized handheld computers to assist with two essential operations: address canvassing and nonresponse follow-up. Testing, however, revealed such significant flaws in the plan to use the handheld computers for nonresponse follow-up that the Bureau abandoned it for the traditional paper-based approach. The handhelds will serve only for addressing canvassing. CRS specialists provided Congress with analysis of the intent behind the contract, the complications that developed, and the options available to the Bureau.

District of Columbia

CRS assistance on District of Columbia issues included assisting congressional staff develop and hold hearings on topics such as budget autonomy for the District of Columbia, correction and offender supervision programs of the District, and obstacles to the creation of an elected office for the District Attorney. The Service provided in-person briefings, developed hearing questions, identified hearing witnesses, and delivered expert testimony.

Emergency Management

As Congress sought analytical assistance on national preparedness and recovery issues, especially following the Midwest floods and an active hurricane season, CRS analysts assisted with hearings on the health problems associated with formaldehyde in trailers used to shelter hurricane victims and other emergency housing and shelter policies and practices. The Service also worked with Congress when the Pre-Disaster Mitigation Program administered by the Federal Emergency Management Agency was due to expire at the end of September 2008.

2008 Election

CRS specialists provided consultation and analysis on a wide range of election reform proposals introduced in both sessions of the 110th Congress, including bills to revise the presidential nominating process, provide for a paper audit trail for electronic voting machines, establish improved procedures to facilitate voting by members of the military and overseas citizens, and institute universal "no excuse" mail voting. Other assistance related to the presidential election took the form of briefings on the contingent election process, including a review of constitutional requirements, historical precedents, and contemporary analysis of options.

The Service also provided assistance during the drafting of a number of bills, produced summaries and analyses of various legislative proposals, and provided expertise to both chambers during an extensive series of hearings on voting machine ballot auditing, military and overseas voting, and the presidential nominating process.

Resources, Industry, and the Environment

Energy Efficiency and Renewables

When Congress reviewed proposals to extend production tax credits for renewable energy, which were set to expire at the end of the year, CRS analyzed the potential impact of the expiration of the credits, the cost of the credits, and the impact of potential revenue offsets, such as controversial reductions in oil and gas production incentives. After much debate, Congress enacted the renewable energy production tax credit extension as part of the Emergency Economic Stabilization Act of 2008 (P.L. 110-343), which also included conservation and energy efficiency and fossil fuels tax credits. Enactment of the Energy Independence and Security Act of 2007 (P.L. 110-140), which increased automobile fuel economy standards, prompted requests for CRS analysis of the act's implementation and investigation of the potential for further increases in fuel economy. CRS helped lawmakers lay the groundwork for future energy legislation with a comprehensive analysis of major energy provisions that had been enacted since 2005.

Fossil Fuels

During congressional debate over Outer Continental Shelf (OCS) leasing CRS analyzed potential oil production from the areas under consideration, potential revenues, the length of

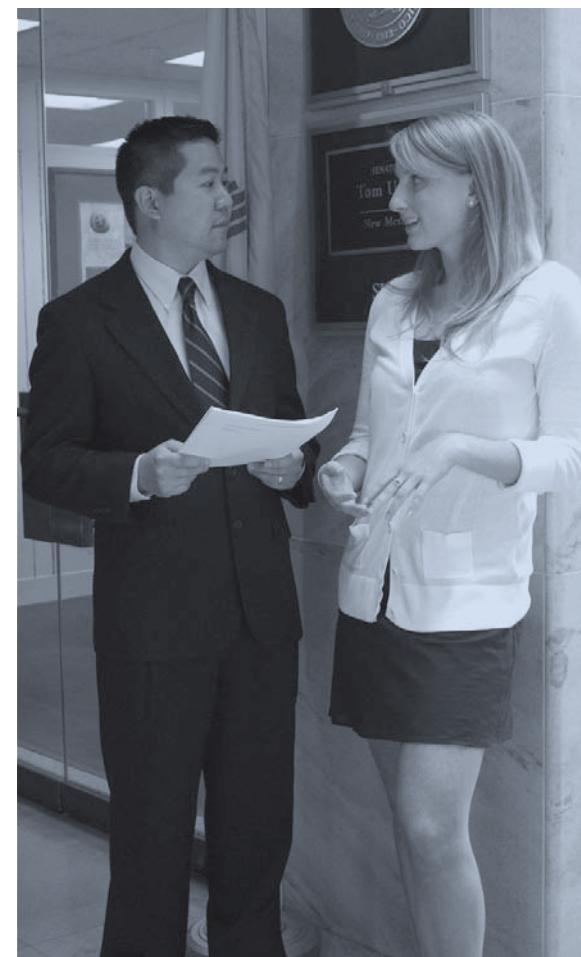
time required to bring new leases into production, and the potential impact of OCS production on oil prices and energy security. Congress called upon CRS expertise as lawmakers considered options for addressing high oil and gasoline prices, such as releasing oil from the Strategic Petroleum Reserve, increasing oil refinery capacity, and developing liquid fuels from coal and oil shale.

Regulation of Electric Utilities

The regulation of conventional air pollutants from electric utilities came to the attention of Congress in 2008 as the result of court decisions overturning two EPA regulatory programs. The first of these would have established a national cap-and-trade program for mercury emissions. The second would have established regional cap-and-trade programs for sulfur dioxide and nitrogen oxides to address the long-range transport of pollutants that form smog and particulate matter in the eastern United States. The two regulatory programs were the lynchpin of the Bush Administration's strategy for achieving air quality standards, and there is rare unanimity among industry, environmental groups, states, and the Administration that the programs need to be revived in some form. CRS assisted Congress in understanding the regulatory programs, the implications of the court decisions, and the legislative options available should Congress wish to address the issues.

Water Resources

Federal water resources policy and management are issues Congress continues to address. Growing human population, fish and wildlife needs, recurrent drought, flooding, and evolving public fiscal and environmental interests increase pressures on available resources and aging infrastructure. Working with Congress through enactment of the Water



Resources Development Act of 2007, which authorizes water projects for the Army Corps of Engineers, CRS provided analysis to many Members on the pending legislation, including specific projects, particularly the continued recovery efforts from Hurricane Katrina. CRS has also assisted Congress in understanding other water issues—notably the negotiated settlement of a lawsuit to force reestablishment of salmon in the San Joaquin River, species collapse in the California Bay-Delta, water management and species issues for the Klamath River, Midwest flooding, and National Water Commission legislation.

Wetlands Regulatory Policy

Regulation of activities affecting the nation's wetland resources and related policy issues were the subject of extensive in-depth assistance to Congress as Members and committees dealt with the possible need for clarification of Clean Water Act (CWA) requirements. In 2006 the Supreme Court issued a controversial ruling, *Rapanos v. United States*, addressing the jurisdiction of federal authority over wetlands adjacent to "waters of the United States," a key phrase in the CWA that defines regulatory authority for wetlands permitting, as well as all other standard setting, permitting, and enforcement provisions of the act. The legal and policy questions associated with *Rapanos* are which waters and wetlands are to be regulated under the federal CWA and which fall solely within the jurisdiction of the states in which they are located. CRS provided analysis and briefings to assist Congress in understanding the decision and regulatory guidance, legislative history, and implications of legislation proposed to clarify the CWA (H.R. 2421/S. 1870).

International Agricultural Issues

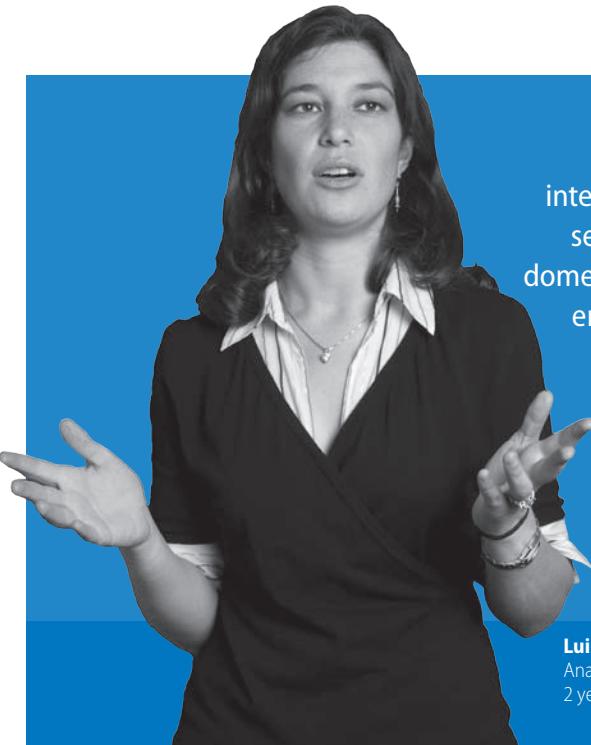
Ongoing agriculture negotiations in the Doha Round of multilateral trade negotiations, WTO challenges by Brazil and Canada to the legality of U.S. domestic farm support, and export credit and food aid programs helped shape the debate on the 2008 farm bill. Through analysis and briefings CRS provided insights on how Doha Round negotiations and WTO litigation would affect domestic support and export policy measures in the farm bill, as well as how various farm bill proposals would affect Doha Round negotiations and WTO legal disputes.

Digital Transition Deadline

When it was decided that all over-the-air full-power television broadcasts—which are currently provided by television stations in both analog and digital format—will become digital only, CRS specialists in telecommunications policy assisted Congress in understanding how this transition may affect U.S. households. These experts provided lawmakers with in-person briefings, participated at hearings, and addressed the complex ramifications of this event. Congress also called upon other spectrum-related issues, such as the creation of a national 911 emergency response system.

Endangered and Invasive Species

Possible extinction of native animal and plant species and increasing numbers of invasive species are issues lawmakers considered in FY2008. The Endangered Species Act (ESA) is controversial in part because its strict substantive provisions can affect the use of both federal and nonfederal lands and resources. Because of both strong support and strong opposition, ESA has not been reauthorized since its funding authorization expired in 1992. CRS aided Congress as lawmakers debated whether and how to amend ESA



Luisa: When I first came to CRS as an international relations analyst, I thought I'd see who was working on the same issues domestically. Collaborating with Garrine has enhanced my work, and I learned a great deal from her.

Luisa: The most important thing is that by sharing our information with each other, we're providing a better product to Congress.

Luisa Blanchfield
Analyst in International Relations
2 years at CRS

to balance the many interests (which may fall on various sides of any given species controversy) through briefings on proposed ESA regulatory changes. CRS provided analyses as Congress addressed the issue primarily through individual species or by specific approaches, such as by controlling the release of ballast water from international shipping. The Service also assisted by promoting an understanding of the importance and methods of controlling invasive species.

Funding National R&D Priorities

The national federal budget to support research and development for FY2009 in the United States is expected to be more than \$147 billion. In the 110th Congress CRS experts continued their efforts to analyze and report on federal research and development across eleven mission agencies, as well as the long-term trends of this funding on

science and technology. Policymakers also are increasingly concerned that other nations are leveraging their investments in R&D to directly challenge U.S. capabilities in science and technology. The America COMPETES Act was passed in 2007 to provide a wide range of policy solutions to enhance U.S. science and technology capabilities. CRS analysts and specialists assisted several committees in their assessment and oversight of this act and contributed to the debate on whether the act is being properly supported by the executive branch. A related area that policymakers have addressed is the link between technology development, innovation, and U.S. patent policy. The Service also assisted with the history of U.S. patent policy, current problems and challenges to reform the patent process, and oversight and legislative remedies proposed.

Garrine: And I have learned from Luisa, too. Sometimes observing how a problem is handled outside your cultural experience can provide a fresh perspective for domestic solutions.



Garrine Laney
Analyst on Social Policy
20 years at CRS

CRS attorneys worked with Congress during a renewed period of interest in energy and environmental matters.

Federal Lands

Perspectives differ on how much land the federal government should own, how to prioritize among the multiple uses (e.g., grazing, timber, animal habitat, recreation), and how to manage public lands so that natural ecosystems may adapt to changing climates. Opinions vary on how to protect natural resources and nearby communities from wildfires and other catastrophes, whether Congress should designate protected areas, whether and how to collect and distribute fees for land and resource uses, and how to compensate state and local governments for the tax-exempt status of federal lands (Payment in Lieu of Taxes). CRS contributed analyses and insight to congressional examination of these questions as lawmakers considered legislative proposals, oversight of regulatory changes and challenges, and annual appropriations for the federal land management agencies.

Environmental Education

CRS experts prepared in-depth analyses during the development of the No Child Left Behind Act of 2008 (H.R. 3036) through direct consultation as the bill moved forward and was approved by the House. The bill would reauthorize funding for the Environmental Education Program of the Environmental Protection Agency in FY2009, amend various elements of the program aimed at training teachers, and expand the federal role in environmental education by authorizing a new grant program within the Department of Education to supplement that of the Environmental Protection Agency.

Law and Justice

Energy and Environmental Issues

CRS attorneys worked with Congress during a renewed period of interest in energy and environmental matters, including the moratoria on offshore drilling as well as electric transmission reliability, issues related to the siting of liquefied natural gas terminals, proposals to increase production and use of energy from renewable sources, concerns over alleged gasoline “price gouging” at the retail level, and wholesale electric power sales.

Budget and Appropriations

Congress requested legal assistance on a range of issues affecting the federal budget including the effect of appropriation of funds on termination of program authority, the incorporation of committee report language into law, and the effect of the executive order governing earmarks.

Congressional Oversight

The Service provided written legal analyses and conducted several consultations on the exercise of congressional oversight prerogatives, including the jurisdiction and authority of various committees to investigate the Terrorist Surveillance Program; the authority of Congress to relocate in the event of an emergency in Washington, DC; the authority of committees to access documents that are subject to court order or seal; and the ability of committees to publicly disclose information marked “for official use only.” Attorneys also provided continuing legal expertise regarding the civil contempt litigation that involved the House of Representatives.

Constitution, the Courts, and the Judiciary

CRS addressed a wide array of legal issues arising from constitutional interpretation by the courts. For example, an attorney provided Congress with a report analyzing the Supreme Court decision in *Kennedy v. Louisiana*, which addressed the constitutionality of imposing capital punishment on a child sex offender who did not kill his victim. An attorney addressed issues arising from past and continuing congressional legislation to amend the Foreign Sovereign Immunities Act (FSIA) to permit suits against terrorist states by victims of terrorism. Congress enacted, as part of the National Defense Authorization Act for FY2008, an amendment to the FSIA to provide a federal cause of action against terrorist states and to facilitate enforcement of judgments. Attorneys updated *The Constitution of the United States: Analysis and Interpretation*, to reflect the previous Supreme Court term.

Government Contracts and Small Business

The Defense Department (DOD) awarded the new refueling tanker contract, and the GAO subsequently found flaws in the contracting process. As a result DOD decided to redo the competition. As these developments occurred, a CRS attorney briefed lawmakers in affected districts about government contracting in general; the GAO review/appeals process; the applicability of the Buy American Act; and the procedures and formulas for determining domestic content.

Consumer Protection

Product safety garnered the attention of Congress following numerous recalls of millions of units of consumer goods, among those many marketed for children. While recalls removed these products from the shelves, Congress sought a comprehensive response to address the concerns that

had been raised. Congress considered several proposals to improve consumer product safety and import safety of various goods. CRS attorneys assisted Congress throughout the legislative process with briefings and written analyses of the proposals and specific issues under consideration. Congress subsequently enacted the most sweeping reform of consumer protection laws in years, namely, the Consumer Product Safety Improvement Act (P.L. 110-314).

Labor and Employment Law

A CRS attorney worked closely with congressional staff on legislation that would provide paid parental leave benefits to most federal employees. The attorney prepared a series of legal memoranda that analyzed related topics, including the availability of family and medical leave benefits for federal employees under existing law, the extent to which paid family leave benefits are available to public employees under state law, and whether the proposed legislation would cover employees of the U.S. Postal Service and employees of federal agencies that Congress has provided personnel flexibility authority.

Employee Benefits

CRS advised Congress on a variety of recent developments involving health benefits and coverage for employees and retirees. CRS attorneys analyzed voluntary employees' beneficiary associations (VEBAs) and health care premium expenses for retirees. They provided in-depth legal analyses of two lawsuits brought against Caterpillar, Inc. following the exhaustion of its VEBA trust and the imposition of a monthly premium on retirees and dependents. The Service also reported on the Employee Retirement Income Security Act (ERISA) and so-called "fair share" laws that require employers to choose between paying a certain amount for health

"The nonpartisan Congressional Research Service confirms that this analysis...."

—Representative Trent Franks

CRS attorneys analyzed federal policy on embryonic stem cell research and new achievements in stem cell procurement.

expenditures or coverage for their employees or contributing to the state or locality to offset the cost of medical expenses for their uninsured residents.

Congress called on CRS as it sought to amend ERISA to require mental health parity as part of employer-provided group health plans. The provision was added to the Emergency Economic Stabilization Act of 2008 (H.R. 1424, P.L. 110-343).

Administrative Law

CRS analyzed whether the Food and Drug Administration's reliance on procedures in a notice of proposed rulemaking violated the Administrative Procedure Act, as well as the legal impact of a draft FDA guidance document and how it might affect suits filed under the False Claims Act. Attorneys also addressed the legal differences between Administrative Law Judges (ALJs) and other administrative judges, including veterans law judges, as well as on ALJs in different agencies, including the Social Security Administration.

Health Law

Working together with lawmakers, CRS policy analysts assisted Congress over a period of months with development of legislation to establish a new institute to engage in comparative effectiveness research for medical treatments and drugs.

Abortion

CRS examined the possible impact of proposed regulations that would implement the federal conscience provisions included in the Public Health Service Act and the annual appropriations measure for the Departments of Labor, Health and Human Services, and Education. Policy questions that arose included whether the definitions in the proposed

regulations would encompass the distribution of hormonal contraceptives, whether there is precedent for the federal government being involved in the practice of medicine, and whether there are data on discrimination against individuals who decline to provide abortion services because of moral or religious beliefs.

Bioethics

CRS attorneys analyzed federal policy on embryonic stem cell research and new achievements in stem cell procurement. They also provided written analysis of state and federal regulation of exhibitions of human cadavers, including a comparison of the implementation of the Uniform Anatomical Gift Act. They assisted staff with various legislative proposals to regulate or ban exhibitions of human cadavers, including a bill to prohibit the importation of plastinated human remains.

Voting and Election Law

Following the issuance of *Crawford v. Marion County Election Board*, a Supreme Court decision upholding a state statute requiring photo identification for voting, CRS attorneys wrote an analysis of the decision and provided in-person briefings to Congress regarding the ruling's implications. In preparation for a hearing the Service analyzed the constitutional issues raised by legislation to regulate the presidential nominating process, including establishing the timing and order of elections for the nominating contests and providing rules for delegate selection. After the Supreme Court struck down a major section of the Bipartisan Campaign Reform Act of 2002 in *Davis v. Federal Election Commission*, CRS prepared an analysis of the decision explaining why the Court determined the provision allowing increased contribution limits for opponents of self-financing candidates was unconstitutional.

Native Americans

CRS attorneys assisted Congress as it debated legislation intended to prevent the Cherokee Nation from expelling the Cherokee Freedmen from the tribe (Native American Housing Assistance and Self-Determination Reauthorization Act of 2007, S.2062). In addition, CRS attorneys consulted frequently with congressional staff on Indian water settlements. These water settlements seek to preserve the water rights of Indian tribes and involve complex negotiations with both state and federal officials. Such agreements are to be enacted by Congress because they often contain federal spending provisions. Several water settlements were submitted to Congress during the year, including the Soboba Band of Luiseno Indians Settlement Act (P.L. 110-297).

Telecommunications Rulemaking

Amid increased congressional interest in the Federal Communications Commission's decision to relax the ban on cross-ownership of newspapers and broadcast stations in the same market, a CRS attorney advised on the history of the rulemaking proceedings, their legal sufficiency, and congressional options for invalidating the new rule or otherwise rendering it ineffective.



CRS launched a number of management and technology initiatives to improve operations and refine processes with the goal of better serving the congressional audience.



Management Initiatives

Strategic Planning

In FY2008 CRS implemented new agency-wide strategies and targets for meeting the broad goals defined in the Library of Congress Annual Program Performance Plan (AP3) for FY2008–FY2013. The performance measures support both Library of Congress goals and the CRS mission, with a focus on the relevance, quality, and accessibility of CRS work and expertise, as well as management initiatives to ensure that CRS resources are used efficiently and effectively. CRS performance as an agency is also linked to its budget and the individual performance assessment system.

In many areas the Service maintains a strategic focus, for example, ensuring that its research agenda addresses the policymaking needs of Congress, enhancing congressional access to CRS work and expertise, fostering collaboration among researchers in different disciplines to ensure

comprehensive coverage of policy issues, and supporting staff professional growth.

Hiring and Orientation of Section Research Managers

CRS took a significant new direction in research planning by creating and filling Section Research Manager positions within the research divisions to provide new thinking on ways to address issues on the legislative agenda and to ensure that CRS effectively conveys its expertise to Congress. These managers are to provide both advice and guidance as they work with analysts in their respective sections, as well as develop and promote pro-active approaches to meeting the needs of Congress.

A two-week orientation for these new Section Research Managers focused on CRS core values—confidential, authoritative, objective, and nonpartisan research. In-depth discussion addressed how CRS identifies public policy issues, how it addresses the problems and challenges facing Congress, and how it analyzes options for resolving them in partnership with Congress at every step of the legislative process. The new Section Research Managers continue to meet weekly to ensure their effective integration into the management ranks of CRS and to maximize the collaboration that must take place among analysts and their supervisors.

Professional Development Enhancement

CRS developed enhanced performance standards for each position in the Service, as well as performance plans and individual development plans (IDPs) for all staff. This undertaking involved the coordinated efforts of more than 150 CRS staff. The Service is committed to developing a continuous learning culture in a high performing

organization and to fully engaging current staff in their own professional development.

From January through September 2008 the staff of the CRS Office of Workforce Development facilitated all-staff briefings and classes for employees and managers to introduce them to the Performance Assessment System standards, performance planning, and individual development plans. By the end of FY2008, 76 percent of total staff have developed their professional IDPs, with the remaining staff working to complete them by the calendar year's end. The CRS Technology Office created a Performance Management Website to support this effort. Feedback received from managers and staff throughout the rollout of these initiatives was positive. CRS continues working toward achieving 100 percent participation in the performance planning and IDP process.

The Authoring and Publishing Research Format

Staff worked throughout the year on a project to implement a new format for CRS research products that will take advantage of current technologies to streamline preparation, display, and maintenance of these research products. Months of development and testing culminated in alpha and beta releases of the authoring component, which was tested by a cadre of CRS report authors. By the end of the fiscal year the focus shifted to testing the publishing and integration components of the system and developing a training program on the new authoring tool.

The goals of the system remain the same—to create research products for the Congress that more efficiently support PDF and HTML distribution through the CRS Website, standardize the presentation format using a uniform and consistent new product design, and improve support for





the use of graphics in products. The new system entails converting all existing products to a Microsoft Word-based system and creating all future products in the new system. Pre-launch testing continued at the end of the fiscal year.

Redesign of the CRS Website

CRS embarked on an effort this fiscal year to redesign the CRS Website by making it more user friendly and ensuring that Congress has access to the complete collection of analytical and other resources that the Service offers. With the help of a contractor, CRS management began by developing a roadmap for the redesign effort. Although the project is a multiyear effort, the plan is to see immediate results in the form of an improved site early in the 111th Congress. This preliminary work drew on input from congressional users as well as CRS staff to identify the most valuable features for the various congressional users of the Website.

The vision for the Website is for it to be *the* online resource that Congress relies on for objective and authoritative expertise to inform its legislative work. The Service identified specific objectives of the redesign effort: (1) enhance dramatically the organization, integration, and perceived value of the site; (2) project the reputation for objectivity and professionalism that is commensurate with the CRS statutory charter; (3) promote awareness and usage of the unique range of products and services CRS offers to the congressional community; and (4) innovate with new online capabilities that enhance the delivery of content to targeted congressional audiences. CRS is committed to delivering to Congress a high-quality, online experience that reinforces the CRS mission to contribute to and support an informed national legislature.

The Mercury System to Track Inquiries from Congress

CRS identified a contractor through competitive bidding to implement the Mercury system, a new tool designed to track and manage congressional requests from entry to completion. With Mercury, the Service will be better able to respond to congressional needs, manage requests, and facilitate collaboration among CRS experts. The project entails customizing an off-the-shelf consumer relationship management system to meet CRS business needs. Mercury is to incorporate request tracking features of the current Inquiry Status and Information System, which is to be retired when Mercury is launched. By the end of the fiscal year planning had begun to finalize requirements, test the system, and train staff.

Capability to Post CRS Products on Senate Websites

For much of the year the Service worked with the Senate to construct an efficient and reliable way for Member and committee offices to post the latest versions of selected CRS reports on their Websites, a capability the House already has. After several months of effort to address system anomalies that required adaptation of Senate and Library systems to allow for Senate access to servers housing the products, the new option became a reality in the fall. A user-friendly interface was developed to simplify product linkage for Senate office staff.

Archival Compliance

In accordance with 44 U.S.C. 3101 et seq. and under the direction of the CRS Deputy Director, the Service continued planning for the eventual transfer of agency policy documents and intellectual content to the National Archives

and Records Administration (NARA). Preparations in FY2008 included selection, acquisition, and initial implementation of records management software that complies with NARA standards. This work also entailed acquisition of preservation-quality boxes to house print materials and identification and configuration of a dedicated archives room to house documents, provide access to both print and electronic records, protect and secure fragile and confidential documents, and enable staff to conduct agency historical research.

Continuity of Operations and Emergency Preparedness

Continuity of Operations Planning (COOP) within CRS includes identification of essential functions and planning to assure they can be executed during an emergency. The COOP is reviewed by CRS division and office leaders; updates are applied to reflect changes; and the plan is submitted for recertification by the Director of CRS on an annual basis. As a result of this annual review managers added technology infrastructure to better facilitate computer access and continuity of operations and to address updates to the CRS Bill Digest. To enhance emergency preparedness a Shelter-In-Place exercise was held to ensure that all CRS staff are familiar with emergency procedures.

CRS participates in other emergency preparedness groups, including the Library of Congress Office of Emergency Preparedness and Security COOP Working Group. The group meets monthly to develop a Library-wide COOP plan and is attended by all Library of Congress organizational units. The CRS COOP was submitted to this working group as the CRS contribution to the Library effort and is being utilized as a reference for an emergency plan development effort. CRS also meets monthly with the Legislative Branch

Emergency Preparedness Planning Group to improve the readiness posture of the legislative branch. Emergency preparedness information is shared within the group, and branch emergency exercises can be observed to share lessons learned, identify areas requiring cooperation, and note areas for improvement.

Preserving the CRS Research Legacy

The Service streamlined access to CRS historical reports and analyses to support responses to congressional requests on recurring legislative issues. CRS digitally captured, integrated into its knowledge repository, and made searchable for reuse much of the CRS analysis published in the *Congressional Record* and in congressional hearings from 1916 to the present. The repository includes 60,000 print documents routinely used to support congressional requests as well as distribution-limited memoranda to Congress and other generally nondistributable CRS materials that are part of the institutional memory CRS maintains. Several thousand newly created digital documents are to be added to the repository each year.





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FY2008 Budget, Resources, and Other Funding

In FY2008 CRS had an authorized staffing level of 705 full-time equivalents and an appropriation of \$102,344,000 available for expenditure. Approximately 88 percent of the fiscal year's expenditures supported staff salaries and benefits.

CRS received two payments of \$189,000 and \$246,000 from the Joyce Foundation under a three-year grant of \$539,000 to augment CRS's capacity to assist Congress in formulating long-term energy policies. CRS also received the first payment of \$75,000 on a \$168,000 three-year grant from the John D. and Catherine T. MacArthur Foundation to enhance CRS's analysis of patent and intellectual property

policy issues. The Baptist Community Ministries awarded CRS a grant of \$10,000 to analyze the effectiveness of the low-income housing tax credit program in the Louisiana and Mississippi Gulf Opportunity Zone.

CRS also received \$112,000 each from the Henry Luce Foundation and the Joyce Foundation in partial support of *Legislative Issues and Procedures: the CRS Seminar for New Members*, the official policy orientation for newly elected House members of the 111th Congress. This January 2009 program provides an overview of the policy issues likely to be on the legislative agenda for the 111th Congress as well as an introduction to legislative procedures.



Human Resources and Staff Development

Throughout FY2008 CRS worked to fill key research analyst positions and expand its participation in various minority recruitment and hiring programs. CRS also continued the development and rollout of its performance assessment system to all staff. As part of its performance management rollout, the Service trained managers, supervisors, and staff on the use of enhanced performance management tools to assist them in the development of performance and individual development plans. CRS also launched a formal mentoring program, provided training and professional development opportunities for staff, and enhanced its employee recognition program.

Recruitment and Selection

Using a combination of the Library's traditional hiring mechanisms and special programs, CRS made eighty-one selections to fill permanent indefinite positions, including two noncompetitive hires from the Library's Priority Placement and Selective Placement programs. Selections included twenty-nine Section Research Managers and fifty-one professional and administrative hires representing a variety of analytical disciplines as well as information technology and administrative and management specialties. They also included one selection to a support position. Of the permanent indefinite hires, forty-one are women (51 percent) and twelve are minorities (15 percent). The Service also hired eighteen temporary staff. Of the temporary hires, ten (56 percent) are women and fifteen (83 percent) are minorities.

Indefinite hires included ten selections (eight females and two males) made from the federal Presidential

Management Fellows (PMF) Program—one Fellow from the Class of 2007 and nine Fellows from the Class of 2008. The PMF program is the highly competitive program administered by the U.S. Office of Personnel Management designed to attract the nation's top graduate students to careers in public service. Four selections, including one Asian woman, were made under the Service's Law Recruit Program, a program designed to recruit third-year law students for entry-level legislative attorney positions.

Diversity Efforts

Through the partnership programs associated with its Student Diversity Internship Program, CRS hired eighteen undergraduate and graduate student interns (ten women and eight men) during the summer of 2008. Eight students were from seven Historically Black Colleges and Universities (Clark Atlanta University, Morehouse College, Spelman College, Tuskegee University, Morgan State University, Howard University, and Georgia State University), five were affiliated with the Hispanic Association of Colleges and Universities program, two with the Washington Center American Indian/Native American Alaskan Leadership Initiative, and one from each of the following CRS partner organizations: the Congressional Black Caucus Foundation, the Asian Pacific American Institute for Congressional Studies Internship Program, and the United Negro College Fund's Institute for International Public Policy.

CRS continued to expand the pool of minority recruitment sources from which it draws when advertising permanent professional and administrative positions, and to develop stronger ties with various groups and organizations

to promote CRS positions more effectively. New efforts during FY2008 included attending events sponsored by both the Congressional Hispanic Caucus Annual Legislative Conference and the National Association of Hispanic Federal Executives. CRS also continued its participation in recruitment events and annual career fairs sponsored by other minority organizations.

Staff Training and Professional Development

The Office of Workforce Development offered a number of on-site professional development opportunities for CRS staff. These included standard offerings such as *Communicating Effectively with Congressional Clients; Appropriations and the Budget Process; Professional Writing; Critical Thinking; and Reviewing Other People's Writing*. CRS staff also attended the Legislative Process Institute.

The Office of Workforce Development continued the CRS lunchtime discussions that provide CRS staff with an opportunity to network with colleagues and learn about various current topics. These often included some of the same issues that are of interest to Congress. Typically, CRS policy analysts lead these lunchtime discussions. FY2008 discussions included health care options for 2008 and current policy issues in Congress.

Staff Recognition

It is CRS policy to acknowledge the superior performance of its employees. An effective recognition program contributes to maximum staff performance and to the achievement of the mission and goals of the organization. In keeping with that policy, the CRS Staff Recognition Advisory Board continued its undertaking of examining current recognition programs and making recommendations to enhance the

use of awards to increase staff motivation and employee engagement while ensuring consistency and fairness across the Service. Early in the fiscal year, the Board introduced revised award standards and distributed them to managers and supervisors through a series of briefings and question-and-answer sessions. In subsequent months the Board monitored all award recommendations to ensure that the revised standards were being implemented. The Board will continue to serve as a review body for staff recognition awards and will utilize the revised standards to benchmark all future award recommendations.

During the fiscal year 260 CRS staff members received 315 special achievement and ten on-the-spot awards (some received more than one award) in recognition of their exceptional contributions. Such recognition emphasized Service-wide collaboration on policy issues of major congressional concern such as military operations in Iraq and Afghanistan, the war on terror, the economic slowdown, energy efficiency and renewable energy legislation, and telecommunications.

The Service also recognized exemplary employee performance with ten honorary awards, fifty-eight outstanding ratings, and thirty-six quality step increases in pay for outstanding job performance. The annual CRS Awards Ceremony, open to all staff, was held on April 23, 2008 and included a presentation of the third annual Director's Award. This award is given each year in recognition of an individual or small group of individuals who have demonstrated excellence in work that serves Congress, directly or indirectly, in research, reference, analysis, and writing and in operations, service, and support. Recipients of this award are nominated by their colleagues. A panel reviewed the nominations and made recommendations to the CRS Director. The award for calendar year 2007 was presented by the Director to a

Specialist in American National Government. He received this honor for his consistent and exemplary contributions to congressional policymaking, interdivisional collaboration, and institutional continuity.

CRS Mentoring Program

Initially launched last year as a pilot program, the CRS mentoring program for new employees was implemented to include all new research analysts, legislative attorneys, and information professionals. The program is designed to give a new employee (mentee) an opportunity to learn about the organization from a colleague (mentor) with more tenure in CRS. Mentoring is considered a “best practice” that often enhances staff retention and job satisfaction. During the course of the fiscal year the Service trained fifty-one mentors and fifty-one mentees.



Types of CRS Support to Congress: Research Services and Products

Throughout FY2008 CRS provided the Congress with analysis, research, and information to support its policymaking needs, presented in the formats described below.

Congressionally Distributed Products Providing Research and Analysis on Legislative Issues

Reports for Congress

Reports for Congress, analyses or studies on specific policy issues of congressional legislative interest, are often prepared to address issues raised in numerous congressional inquiries. Reports clearly define issues in legislative contexts. The basic requirements of these and other CRS written products are relevance, accuracy, objectivity, and nonpartisanship. Analysts define and explain technical terms and concepts, frame the issues in understandable and timely contexts, and provide appropriate, accurate, and valid quantitative data. A summary appears on the first page of each report. CRS reports are available online to the congressional community. Reports are updated as events occur for issues that are of ongoing interest to Congress and archived when they no longer reflect the current legislative agenda. These archived products remain available to Congress to provide background and historical context.

Congressional Distribution Memoranda

These memoranda are prepared when the interest of a relatively small number of congressional readers is

anticipated or when the transiency of the issue and the product makes its inclusion as a listed CRS product inappropriate. Each bears a label distinguishing it from CRS confidential memoranda. If an issue becomes important to a larger congressional audience, the product may be recast as a CRS report.

Electronically Accessible Products and Services

CRS Website

The CRS Website provides 24-hour access to CRS products listed by current legislative issue and accessible through online searching. The site provides access to CRS reports, audio and video recordings and DVDs of CRS programs, analyses of annual appropriations legislation, a guide to legislative procedures, online registration for CRS seminars, and information on other services. The Website also offers links to constituent services-related information as well as legislative, legal, and basic resources for work in congressional offices. In operation since the 104th Congress, the CRS Website is accessible only to House and Senate offices and other legislative branch agencies.

Appropriations

CRS experts working on appropriations continued to provide comprehensive legislative analysis and tracking for the twelve Senate and House bills. In FY2008 they also assisted Congress with a continuing resolution, two supplementals, and the budget resolution. The Service also provides access to a CRS

appropriations status table for tracking legislation, and a "CRS Appropriations Experts" list.

Floor Agenda

The "Floor Agenda: CRS Products" page, a weekly compendium of CRS products relevant to scheduled or expected floor action in the House and Senate, is available on the CRS Website and through email subscription to all Members, committees, subcommittees, and congressional staff. All CRS products listed on the Floor Agenda were linked for electronic access to subscriber desktops.

CRS Programs Electronic Mailing List

Launched in FY2001, this email notification system provides subscribers with descriptions of upcoming CRS programs and links to online registration forms.

Legislative Information System

The Legislative Information System (LIS) was available for the first time on Capnet at the beginning of the 105th Congress. The system provides Members of Congress and their staff with access to the most current and comprehensive legislative information available. It can be accessed only by the House and Senate and the legislative support agencies. The LIS has been developed under the policy direction of the Senate Committee on Rules and Administration and the House Committee on House Administration. It has been a collaborative project of the offices and agencies of the legislative branch, including the Secretary of the Senate and the Clerk of the House; the House Chief Administrative Officer and the Senate Sergeant at Arms; the Government Printing Office; the Congressional Budget Office; the Congressional Research Service; and the Library of Congress. CRS has responsibility for the overall coordination of the retrieval

system; the Library of Congress is responsible for its technical development and operation.

Responses to Individual Members and Committees

The Service also responds to requests for custom services from Members and committees and their staff. Frequently this is done by CRS analysts in the form of confidential policy and legal analyses, usually in memorandum format; consultations in person or by phone; and briefings on virtually all legislative and policy issues, each tailored to address specific questions directed to CRS by a requesting Member, committee, or their staff.

Confidential Memoranda

Confidential memoranda are prepared to meet a specific congressional request and are often designed to meet the needs of the congressional reader with a high level of expertise in a given topic. These memoranda are prepared for the use of the congressional requester, and CRS does not distribute them further unless the recipient gives permission. The memorandum format is often used by CRS attorneys, for example, to respond to highly focused inquiries about the legal implications of statutory provisions, proposed legislation, or executive actions.

Individual Staff Briefings

Individual or group staff briefings constitute another form of tailored response to congressional inquiries. CRS staff provide in-person briefings to Members and committees on specific policy issues. These briefings, for example, might focus on bills in formulation, foreign or domestic policy issues before Congress, the legislative process, congressional operations, or general orientations to CRS services and products.

Telephone Responses

Telephone responses to inquiries are a vital element in CRS interactions and consultations with Congress. CRS experts are directly accessible by phone; on a given day the Service responds to numerous calls and provides information that may range from a statistic or a name to a short briefing or an interactive discussion analyzing alternatives for response to an issue. CRS goals in these instances are to provide expertise, ease of access, and personalized immediate response.

Briefing Books

Briefing books may be prepared for use by congressional delegations (CODELs) traveling abroad and are collections of materials that support specific purposes of a congressional trip. They may contain a variety of materials—maps, selected products such as CRS reports, and brief tailored written work, which can contain background and current issues regarding U.S. relations with specific countries on the trip, as well as questions Members might ask when meeting with government and other officials.

Seminars, Institutes, and Other Programs

Seminars

CRS conducted seminars for Members, committees, and their staff on a wide array of public policy issues. These seminars featured a combination of CRS and outside experts to explore various facets of public policy issues. Highlights of the year included the following public policy seminars: *EPA's Denial of the California Waiver to Regulate Greenhouse Gases; Financial Turmoil: Causes and Policy Responses; Rising Food Prices: Domestic and International Consequences; Food Safety: Handling Imports from the Japanese, European Union, and Canadian Experience; Preventing Another Global Financial*

Crisis: Issues for Congress; The Housing and Economic Recovery Act of 2008; Sovereign Wealth Funds: Background and Policy Issues for Congress; U.S. Counternarcotics Policy: Lessons Learned from Afghanistan and Columbia; U.S.–Russian Relations After the Conflict in Georgia; Offshore Oil and Gas Leasing; Office of Science and Technology Policy: The President's Role; Private Security Contractors in Iraq: Background, Legal Status, and Lessons Learned; and NATO–European Union Security Relations: Perspectives Following the Bucharest Summit.

CRS offered a series of programs on three public policy issues: subprime mortgages, trade, and health care for older Americans. The following programs were held on subprime mortgages: *Is it Subprime? Financial Market Instability and the Wider Economy; Subprime: Options for Helping Current Borrowers; and Subprime: Options for Minimizing Future Mortgage Volatility*. The series on trade included: *The Future Role of U.S. Trade Policy and the U.S. Workforce; The Future Role of U.S. Trade Policy and the U.S. Services Sector; and The Future Role of U.S. Trade Policy and U.S. Manufacturing*. There were three programs offered on health care for older Americans: *Family Caregiving to Older Americans: Federal Programs, Employer-based Initiatives, and Issues for Policymakers; Income and Wealth for Older Americans; and Long-term Care Financing: Trends and Issues for Policymakers*.

Legislative and Budget Process Institutes

During fiscal year 2008 CRS staff continued to provide legislative and budget process institutes. Congressional staff learn the practice of legislative procedure and the congressional budget process at a series of increasingly complex “institutes” held at regular intervals during the course of the year. In FY2008 CRS staff teams conducted thirteen introductory institutes on legislative procedure and resources and four advanced legislative institutes for congressional



staff. CRS staff conducted an additional eight introductory programs in conjunction with the House Learning Center, and two advanced legislative series for both the House and the Senate, the latter done in conjunction with the Senate Office of Education and Training. The budget process institute program, offered in fifteen sessions, provided congressional staff with an integrated overview of how federal budgeting works, as well as a more advanced look at separate aspects of the process. Experts provided compilations of CRS budget reports for each CRS budget process program. State and District institutes, offered five times during the year, are specifically tailored to the needs of staff working in Members' home state offices.

Foreign Parliaments

CRS provided ongoing support to the House of Representatives Office of Interparliamentary Affairs, an organization within the Speaker's Office that provides assistance to the members of parliaments in newly emerging democratic nations. Activities included regular seminars or workshops for visiting foreign lawmakers to provide information on options for internal governance, legislative procedures, information resources, and organizational structures that could enhance the development of these national legislatures.

CRS also assisted the House Democracy Assistance Commission by providing seminars during four programs for parliamentary staff. Staff of parliaments visited the United States from Afghanistan, Georgia, Haiti, Indonesia, Kenya, Liberia, Lebanon, Macedonia, Mongolia, Timor-Leste, and Ukraine.

Outreach

In January the 2008 *CRS Training and Program for Congress* brochure was distributed to all congressional offices. CRS also participated in the February 2008 Senate Services Fair and the May 2008 House Services Fair. In both instances, CRS experts were on-site to discuss current legislative issues and provide tutorials of the CRS Website. Hundreds of congressional staff visited the CRS exhibit. CRS also collaborated with both the House Learning Center and Senate Office of Education and Training in presenting CRS courses at these House and Senate locations.

Legislative Summaries, Digests, and Compilations

Since 1935 the Bill Digest Office of CRS has had statutory responsibility for preparation of authoritative, objective, nonpartisan summaries of introduced public bills and resolutions and maintenance of historical legislative information. Detailed revised summaries are written to reflect changes made in the course of the legislative process. This CRS office also prepares titles, bill relationships, subject terms, and *Congressional Record* citations for debates, full texts of measures, and Member introductory remarks.

During the past year this office continued to enhance its coordination of bill summary preparation with the release of CRS products, prepared to implement a bill summary XML (Extensible Markup Language) authoring system that will facilitate improved Legislative Information System (LIS) searching and expanded sharing of legislative information in a consistent way, and moved closer to a modernization of its subject classification procedures.

Other Services

Multimedia Products and Services

CRS provided a variety of multimedia products and technical assistance in support of its service to Congress. These included producing video DVDs and audio CDs of CRS institutes and seminars that congressional staff can request for viewing or watch at their desktops from the Web. The Web versions were broken out into subtopics so that viewers can go directly to the portions that are of greatest interest to them. Thirteen video programs were produced during the year. In addition, CRS provided two hours of television programming each weekday for the House and Senate closed-circuit systems.

CRS Organizational Structure

CRS has adopted an interdisciplinary and integrative approach as it responds to requests from Congress. The Service seeks to define complex issues in clear and understandable ways, identify basic causes of the problems under consideration, and highlight available policy choices and potential effects of action. CRS is organized into the following divisions and offices to support the analysis, research, and information needs of Congress.

Divisions

American Law Division

The American Law Division provides Congress with legal analysis and information on the range of legal questions that emerge from the congressional agenda. Division lawyers and paralegals work with federal, state, and international legal resources in support of the legislative, oversight, and representational needs of Members and committees of Congress. The division's work involves the constitutional framework of separation of powers, congressional-executive relations and federalism; the legal aspects of congressional practices and procedures; and the myriad questions of administrative law, constitutional law, criminal law, civil rights, environmental law, business and tax law, and international law that are implicated by the legislative process. In addition, the division prepares *The Constitution of the United States of America: Analysis and Interpretation* (popularly known as the *Constitution Annotated*).

Domestic Social Policy Division

The Domestic Social Policy Division offers Congress research and analysis in the broad area of domestic social policies and programs. Analysts use multiple disciplines in their research, including program and legislative expertise, quantitative methodologies, and economic analysis. Issue and legislative areas include education and training, health care and medicine, social security, public and private pensions, welfare, nutrition, housing, immigration, civil rights, drug control, crime and criminal justice, labor and occupational safety, unemployment and workers' compensation, and other issues related to children, persons with disabilities, the aged, the poor, veterans, and minorities.

Foreign Affairs, Defense, and Trade

The Foreign Affairs, Defense, and Trade Division is organized into seven regional and functional sections. Analysts follow world-wide political and economic developments for Congress, including U.S. relations with individual countries and transnational issues such as terrorism, refugees, global economic problems, and global institutions such as the International Monetary Fund and the World Trade Organization. They also address U.S. foreign aid programs, strategies, and resource allocations; State Department budget and functions; international debt; public diplomacy; and legislation on foreign relations. Other work includes national security policy, military strategy, weapons systems, military operations, defense acquisition, military compensation, military health, the defense budget, and U.S. military bases. Trade-related legislation, policies, programs, and U.S. trade performance and investment flows are covered, as are trade

negotiations and agreements, export promotion, import regulations, tariffs, and trade policy functions.

Government and Finance Division

The Government and Finance Division responds to congressional requests for assistance on all aspects of Congress. These include the congressional budget and appropriations process, the legislative process, congressional history, and the organization and operations of Congress and legislative branch agencies. Among the financial issues covered by the division are banking, financial institutions, insurance, and securities; taxation, public finance, fiscal and monetary policy, and the public debt; the interaction between taxes and interest rates; and such economic indicators as gross domestic product, inflation, and savings. In addition, the division responds to requests on the organization and management of the federal executive and judicial branches; government personnel and the civil service; the presidency and vice presidency; government information policy and privacy issues; intergovernmental relations and forms of federal aid; state and local government; statehood and U.S. territories; the District of Columbia; economic developments; federal planning for and response to emergencies, disasters, and acts of terrorism in the United States; survey research and public opinion polls; the census; reapportionment and redistricting; elections, campaign finance, lobbying, and political parties; U.S. history; constitutional amendments; and constitutional theory and history.

Resources, Science, and Industry Division

The Resources, Science, and Industry Division covers an array of legislative issues for Congress involving natural resources and environmental management, science and technology,

and industry and infrastructure. Resources work includes policy analysis on public lands and other natural resources issues; environment; agriculture, food, and fisheries; and energy and minerals. Science coverage includes policy analysis on civilian and military research and development issues, information and telecommunications, space, earth sciences, and general science and technology. Support on industry issues includes policy analysis on transportation and transportation infrastructure issues, industrial market structure and regulation, and sector-specific industry analysis.

Research Support

Knowledge Services Group

The Knowledge Services Group is comprised of information research professionals who partner with CRS analysts and attorneys in providing authoritative and reliable information research and policy analysis to Congress. Information professionals are clustered together by policy research area and align their work directly to the CRS analytical divisions. They write descriptive products and contribute descriptive input to analytical products in policy research areas, advise analysts and Congress in finding solutions for their information needs, make recommendations for incorporating new research strategies into their work, and create customized Web pages. Staff evaluate, acquire, and maintain state-of-the-art resource materials and collections for CRS staff; work with the analytical divisions in ensuring the currentness and accuracy of the Services' products, databases, and spreadsheets; and maintain the currentness, comprehensiveness, and integrity of CRS information resources by identifying, assessing, acquiring, organizing, preserving, and tracking materials. They also provide authoritative information on specific policy research

areas through discussions or presentations and provide or coordinate customized training on information resources.

Offices

Office of Communications

The Office of Communications is responsible for coordinating and overseeing CRS communications with internal and external audiences. The office assists CRS staff in understanding how Service policies, procedures, decisions, and activities relate to the CRS mission of serving the Congress and how staff efforts fulfill that mission. To achieve that goal, the office advises on communications-related aspects of CRS initiatives; ensures that internal and external communications are clear, consistent, and aligned with the CRS mission; coordinates efforts to improve the use of existing communications channels; and plans, develops, and implements new uses of communications channels.

Office of Congressional Affairs and Counselor to the Director

The Office of Congressional Affairs and Counselor to the Director plans, develops, and coordinates matters relating to internal CRS policies, particularly as they affect the Service's relationships with congressional clients and other legislative support agencies; provides final CRS review and clearance of all CRS products; and ensures that the Service complies with applicable guidelines and directives contained in the Reorganization Act, in statements by appropriations and oversight committees, and in Library regulations and CRS policy statements. This office receives, assigns to the research divisions, and tracks congressional inquiries; works with the divisions to plan and carry out institutes, seminars, and briefings for Members, committees, and

their staffs, takes the lead in developing, strengthening, and implementing outreach to congressional offices; and provides managers with statistical information needed to analyze subject coverage, client service, and the use of resources. The office also provides a co-chair of the External Research Review Board for reviewing contract proposals and making recommendations to the Director and provides counsel to the Director and the Deputy Director on matters of law and policy.

Office of Finance and Administration

The Office of Finance and Administration oversees the financial, procurement, and administrative programs of the Service. This includes coordinating the strategic planning; preparing the budget request; formulating and executing the financial operating plan; performing contracting and procurement actions; supervising the Service's status, role, activities, and interaction with the Library in performing the requirements of the Library's Planning, Programming, Budgeting, Execution, and Evaluation System; and co-chairing the External Research Review Board for reviewing contract proposals and making recommendations to the Director.

Office of Legislative Information

The Office of Legislative Information develops and maintains the congressional Legislative Information System (LIS) that supports both the Congress and CRS staff, and it manages the electronic research product system including the editing, processing, and production of CRS reports. The office provides summaries and status information for all bills introduced each Congress, coordinates access to the LIS, provides quality assurance for CRS reports and for the Service's input to the LIS, offers graphic support on CRS products, and represents

the Director in dealing with other organizations and agencies on issues regarding legislative information technology.

Office of Research

The Office of Research coordinates and maintains oversight of the research function of the Service. It develops and implements strategic and operational frameworks for the CRS mission, promotes use of collaborative research approaches across disciplines and divisions, develops and implements Service-wide standards for the research quality that underpin authoritativeness, and oversees research management systems that both focus research on active policy concerns of the Congress and highlight resulting research products and underlying expertise for Congress. The office also supports the Director and Deputy Director in representing to Congress the nature and extent of the research capacity the Service offers Congress and in accounting to Congress for the nature and extent of research support provided.

Office of Technology

The Office of Technology provides the information technology capabilities and support required for CRS legislation-related research activities, communications, and service to Congress. This includes procurement, operations, and maintenance of the information technology infrastructure necessary to support CRS desktop computers, network connectivity and reliability, application development, and security.

Office of Workforce Development

The Office of Workforce Development administers the Service's recruitment, staffing, and workforce development programs, including succession planning, merit selection, and other employment programs, special recruitment

programs, upward mobility programs, diversity efforts, mentoring, special recognition programs, training, position classification, and performance management programs and activities. This office represents the Director in issues involving the Service's status, role, activities, and interaction with other Library entities in relevant areas of human resources administration, management, and development. Overall the goal of the office is to enhance the Service's ability to attract and retain the human resources talent it needs to respond to the dynamic research, analysis, and information needs of Congress.



Products

This appendix contains CRS written and multimedia products prepared for the Congress in FY2008. The products are arranged alphabetically by selected categories and may appear in more than one category.

The appendix lists CRS products available for congressional distribution as of September 30, 2008. It does not include the many CRS products prepared at the specific request of individual Members of Congress. These products are not disseminated further without the permission of the requesting office.

Agriculture

[The 2007 Farm Bill: Analysis of Tax-Related Conservation Reserve Program Proposals](#), by Carol A. Pettit

[Agricultural Export Provisions of the 2008 Farm Bill](#), by Charles E. Hanrahan

[Agricultural Exports and the 2007 Farm Bill](#), by Charles E. Hanrahan

[Agricultural Research, Extension, and Education: Farm Bill Issues](#), by Jean M. Rawson

[Biofuels in the 2007 Energy and Farm Bills: A Side-by-Side Comparison](#), by Brent D. Yacobucci and Randy Schnepf

[Bisphenol A \(BPA\) in Plastics and Possible Human Health Effects](#), by Linda-Jo Schierow and Sarah A. Lister

[Brazil's and Canada's WTO Cases Against U.S. Agricultural Support](#), by Randy Schnepf

[Comparison of the House and Senate 2007 Farm Bills](#), by Renée Johnson, Randy Schnepf, Tadlock Cowan, Geoffrey S. Becker, Joe Richardson, Jeffrey A. Zinn, Jasper Womach, Ralph M. Chite, Ross W. Gorte, Jean M. Rawson, Jim Monke, Charles E. Hanrahan and Remy Jurenas

[Conservation Provisions of the 2008 Farm Bill](#), by Tadlock Cowan and Renée Johnson

[Crop Insurance and Disaster Assistance: 2007 Farm Bill Issues](#), by Ralph M. Chite

[Commodity Programs in the 2008 Farm Bill](#), by Jim Monke

[Farm Legislation and Taxes in 2007](#), by David L. Brumbaugh

[FDA Authority to Regulate On-Farm Activity](#), by Vanessa Burrows

[The FDA FY2009 Budget](#), by Judith A. Johnson, Donna V. Porter, Erin D. Williams, Susan Thaul, Pamela W. Smith and Sarah A. Lister

[Federal Regulation of Substances Generally Recognized As Safe \(GRAS\) and the Use of Carbon Monoxide in Packaging for Meat and Fish](#), by Vanessa K. Burrows and Cynthia M. Brougher

[Federal Trade Commission Guidance Regarding Tar and Nicotine Yields in Cigarettes](#), by Vanessa K. Burrows

[The Food and Drug Administration: Budget and Statutory History, FY1980–FY2007](#), by Judith A. Johnson, Susan Thaul, Donna V. Porter and Erin D. Williams

[Food Safety on the Farm: Federal Programs and Selected Proposals](#), by Geoffrey S. Becker

[Food Safety: Provisions in the Food and Drug Administration Amendments Act of 2007](#), by Donna V. Porter

[Food Safety Provisions of the 2008 Farm Bill](#), by Geoffrey S. Becker

[The FY2009 Budget Request for the U.S. Department of Agriculture](#), by Jim Monke

[High Agricultural Commodity Prices: What Are the Issues?](#), by Randy Schnepf

[High Wheat Prices: What Are the Issues?](#), by Randy Schnepf

[International Food Aid Provisions of the 2008 Farm Bill](#), by Charles E. Hanrahan

[International Illegal Trade in Wildlife: Threats and U.S. Policy](#), by Liana Sun Wyler and Pervaze A. Sheikh

[Livestock Feed Costs: Concerns and Options](#), by Geoffrey S. Becker

[Midwest Floods of 2008: Potential Impact on Agriculture](#), by Randy Schnepf

[Reauthorization of the Animal Drug User Fee Act \(ADUFA\)](#), by Sarah A. Lister

[Rising Food Prices and Global Food Needs: The U.S. Response](#), by Charles E. Hanrahan

[Rising Food Prices: Domestic and International Consequences](#), by Randy Schnepf, Joe Richardson, Thomas Capehart and Charles Hanrahan

[Seafood Safety: Background and Issues](#), by Geoffrey S. Becker and Harold F. Upton

[Selected Issues Related to an Expansion of the Renewable Fuel Standard \(RFS\)](#), by Brent D. Yacobucci and Randy Schnepf

[State-Inspected Meat and Poultry: Issues for Congress](#), by Geoffrey S. Becker

[USDA Meat Inspection and the Humane Methods of Slaughter Act](#), by Geoffrey S. Becker

[The USDA's Authority to Recall Meat and Poultry Products](#), by Cynthia Brougher and Geoffrey S. Becker

[U.S. Food and Agricultural Imports: Safeguards and Selected Issues](#), by Geoffrey S. Becker

[U.S.–Russia Meat and Poultry Trade Issues](#), by Geoffrey S. Becker

[U.S.–South Korea Beef Dispute: Negotiations and Status](#), by Remy Jurenas

[The U.S. Trade Situation for Fruit and Vegetable Products](#), by Renée Johnson

[Waiver Authority Under the Renewable Fuel Standard \(RFS\)](#), by Brent D. Yacobucci

[WTO Doha Round: Implications for U.S. Agriculture](#), by Randy Schnepf and Charles Hanrahan

Agriculture

Appropriations and Budget

[The America COMPETES Act and the FY2009 Budget](#), by Deborah D. Stine

[Annual Appropriations Acts: Consideration During Lame-Duck Sessions](#), by Robert Keith

[The Budget for Fiscal Year 2009](#), by D. Andrew Austin

[The Bureau of Alcohol, Tobacco, Firearms and Explosives \(ATF\): Budget and Operations](#), by William J. Krouse

[Bush Administration Policy Regarding Congressionally Originated Earmarks: An Overview](#), by Clinton T. Brass, R. Eric Petersen and Garrett L. Hatch

Appropriations and Budget

[Commerce, Justice, Science and Related Agencies: FY2009 Appropriations](#), by William J. Krouse and Edward Vincent Murphy

[Consolidated Appropriations Act for FY2008: Brief Overview](#), by Robert Keith

[Consumer Product Safety Commission: Current Issues](#), by Bruce Mulock

[Costs of Major U.S. Wars](#), by Stephen Daggett

[Crosscut Budgets in Ecosystem Restoration Initiatives: Examples and Issues for Congress](#), by Pervaze A. Sheikh and Clinton T. Brass

[Defense: FY2009 Authorization and Appropriations](#), by Pat Towell and Stephen Daggett

[The Department of Defense, Science and Technology Program: An Analysis, FY1998–FY2007](#), by John D. Motteff

[Department of Defense "Section 1207" Security and Stabilization Assistance: A Fact Sheet](#), by Nina M. Serafino

[Department of Homeland Security FY2009 Appropriations](#), by Blas Nuñez-Neto and Jennifer Lake

[The Department of Housing and Urban Development: FY2009 Appropriations](#), by Maggie McCarty, Libby Perl, Bruce E. Foote, Oscar R. Gonzales and Eugene Boyd

[Department of Justice \(DOJ\) Appropriations for FY2008 and FY2009](#), by William J. Krouse, Nathan James and Celinda Franco

[Earmark Reform: Comparison of New House and Senate Procedural Rules](#), by Sandy Streeter

[Earmarks Executive Order: Legal Issues](#), by Thomas J. Nicola and T.J. Halstead

[Economic Stimulus Proposals for 2008: An Analysis](#), by Jane G. Gravelle, Marc Labonte, N. Eric Weiss, Thomas L. Hungerford and Julie M. Whittaker

[Energy and Water Development: FY2009 Appropriations](#), by Carl E. Behrens, Carol Glover, Jonathan Medalia, Fred Sissine, Nic Lane, Nicole T. Carter, Anthony Andrews, David M. Bearden, Mark Holt and Daniel Morgan

[Environmental Exemptions for the Navy's Mid-Frequency Active Sonar Training Program](#), by Kristina Alexander

[EPA: President's FY2009 Budget Request](#), by David Bearden and Robert Esworthy

[The FDA FY2009 Budget](#), by Judith A. Johnson, Donna V. Porter, Erin D. Williams, Susan Thaul, Pamela W. Smith and Sarah A. Lister

[The FDA FY2009 Budget Request](#), by Judith A. Johnson, Donna V. Porter, Erin D. Williams, Pamela W. Smith, Susan Thaul and Sarah A. Lister

[Federal Debt Management: Concepts, Options, and Policies \(1945–2008\)](#), by James M. Bickley

[Federal Research and Development Funding: Possible Impacts of Operating under a Continuing Resolution](#), by Dana A. Shea and Daniel Morgan

[A Federal Sunset Commission: Review of Proposals and Actions](#), by Virginia A. McMurtry

[Financial Services and General Government \(FSGG\): FY2009 Appropriations](#), by Garrett L. Hatch

[FY2008 Emergency Supplemental Request for International Affairs](#), by Susan B. Epstein, Curt Tarnoff, Connie Veillette and Rhoda Margesson

[FY2008 Supplemental Appropriations for Global War on Terror Military Operations, International Affairs, and Other Purposes](#), by Stephen Daggett, Rhoda Margesson, Susan B. Epstein, Pat Towell, Curt Tarnoff and Connie Veillette

[FY2009 Budget Documents: Internet Access and GPO Availability](#), by Jennifer Teefy

[The FY2009 Budget Request for the U.S. Department of Agriculture](#), by Jim Monke

[FY2009 Budget: Research and Development](#), by John F. Sargent, John D. Motteff, Daniel Morgan, Pamela W. Smith and Christine M. Matthews

[FY2009 Defense Budget: Issues for Congress](#), by Stephen Daggett, Lawrence Kapp and Ronald O'Rourke

[FY2009 International Affairs Budget](#), by Connie Veillette and Susan B. Epstein

[FY2009 National Defense Authorization Act: Selected Military Personnel Policy Issues](#), by Lawrence Kapp, Charles A. Henning, David F. Burrelli and Richard A. Best, Jr.

[Global Health: Appropriations to USAID Programs from FY2001 through FY2008](#), by Tiaji Salaam-Blyther

[Homeland Security Department: FY2009 Request for Appropriations](#), by Jennifer E. Lake, Barbara L. Schwemle, John D. Moteff, Daniel Morgan, John Frittelli, Bartholomew Elias, Blas Nuñez-Neto, Sarah A. Lister, Alison Siskin, Chad C. Haddal, Keith Bea, Shawn Reese, Francis X. McCarthy and Harold C. Relyea

[How Long Can the Defense Department Finance FY2008 Operations in Advance of Supplemental Appropriations?](#), by Amy Belasco, Pat Towell and Stephen Daggett

[Interior, Environment, and Related Agencies: FY2009 Appropriations](#), by Carol Hardy Vincent, Blake Alan Naughton, David L. Whiteman, Ross W. Gorte, Marc Humphries, Pervaze A. Sheikh, Robert Esworthy, David M. Bearden, R. Sam Garrett, Roger Walke, Robert Bamberger and M. Lynne Corn

[International HIV/AIDS, Tuberculosis, and Malaria: Key Changes to U.S. Programs and Funding](#), by Kellie Elizabeth Moss

[Labor, Health and Human Services, and Education: FY2009 Appropriations](#), by Pamela W. Smith, Rebecca R. Skinner and Gerald Mayer

[Legislative Branch: FY2009 Appropriations](#), by Ida A. Brudnick

[Medicare: FY2009 Budget Issues](#), by Hinda Chaikind, Sibyl Tilson, Gretchen A. Jacobson, Jim Hahn, Paulette C. Morgan, Julie Stone, Jennifer O'Sullivan and Holly Stockdale

[Military Construction, Veterans Affairs, and Related Agencies: FY2009 Appropriations](#), by Daniel H. Else, Sidath Viranga Panangala and Christine Scott

[National Aeronautics and Space Administration: Overview, FY2009 Budget, and Issues for Congress](#), by Daniel Morgan and Carl E. Behrens

[The National Nanotechnology Initiative: Overview, Reauthorization, and Appropriations Issues](#), by John F. Sargent

[The National Oceanic and Atmospheric Administration \(NOAA\): President's Budget Request for FY2009](#), by Wayne A. Morrissey

[Navy LPD-17 Amphibious Ship Procurement: Background, Issues, and Options for Congress](#), by Ronald O'Rourke

[Navy-Marine Corps Strike-Fighter Shortfall: Background and Options for Congress](#), by Ronald O'Rourke

[Pay-As-You-Go Procedures for Budget Enforcement](#), by Robert Keith

[Second FY2008 Supplemental Appropriations for Military Operations, International Affairs, and Other Purposes](#), by Stephen Daggett, Rhoda Margesson, Catherine Dale, Pat Towell, Susan B. Epstein and Curt Tarnoff

[Section 1206 of the National Defense Authorization Act for FY2006: A Fact Sheet on Department of Defense Authority to Train and Equip Foreign Military Forces](#), by Nina M. Serafino

[Senate Rules Changes in the 110th Congress Affecting Restrictions on](#)

[the Content of Conference Reports](#), by Elizabeth Rybicki

[Shutdown of the Federal Government: Causes, Processes, and Effects](#), by Clinton T. Brass

[State, Foreign Operations, and Related Programs: FY2009 Appropriations](#), by Susan B. Epstein and Kennon H. Nakamura

[Tax Expenditures and the Federal Budget](#), by Thomas L. Hungerford

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[Veterans Affairs: Historical Budget Authority, Fiscal Years 1940 through 2007](#), by Christine Scott

[Veterans Medical Care: FY2009 Appropriations](#), by Sidath Viranga Panangala

Defense

[2008–2009 Presidential Transition: National Security Considerations and Options](#), by John Rollins

[Air Force Air Refueling: The KC-X Aircraft Acquisition Program](#), by William Knight and Christopher Bolckom

[The Army's M-4 Carbine: Background and Issues for Congress](#), by Andrew Feickert

[Avatars, Virtual Reality Technology, and the U.S. Military: Emerging Policy Issues](#), by Clay Wilson

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[A Brief Overview of the Post-9/11 Veterans Educational Assistance Act of 2008](#), by Shannon S. Loane

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[The Defense Base Act \(DBA\): The Federally Mandated Workers' Compensation System for Overseas Government Contractors](#), by Valerie Bailey Grasso, Baird Webel and Scott Szymendera

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[Democracy Promotion: Cornerstone of U.S. Foreign Policy?](#), by Susan B. Epstein, Francis T. Miko and Nina M. Serafino

[Department of Defense Fuel Costs in Iraq](#), by Anthony Andrews and Moshe Schwartz

[The Department of Defense Role in Foreign Assistance: Background, Major Issues, and Options for Congress](#), by Nina M. Serafino, Steve Bowman, Liana Sun Wyler, Amy F. Woolf, Curt Tarnoff, Tiaji Salaam-Blyther, John Rollins, Rhoda Margesson, Richard F. Grimmett and Catherine Dale

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[The Foreign Intelligence Surveillance Act: A Sketch of Selected Issues](#), by Elizabeth B. Bazan

[The Foreign Intelligence Surveillance Act: Comparison of the Senate Amendment to H.R. 3773 and the House Amendment to the Senate Amendment to H.R. 3773](#), by Elizabeth B. Bazan

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[Islamic Finance: Overview and Policy Concerns](#), by Shayerah Ilias

[Japan's Nuclear Future: Policy Debate, Prospects, and U.S. Interests](#), by Emma Chanlett-Avery and Mary Beth Nikitin

[Joint Light Tactical Vehicle \(JLTV\): Background and Issues for Congress](#), by Andrew Feickert

Managing the Nuclear Fuel Cycle: Policy Implications of Expanding Global Access to Nuclear Power , by Mary Beth Dunham Nikitin, Sharon Squassoni, Anthony Andrews, Jill Marie Parillo and Mark Holt	North Korea's Nuclear Weapons: Latest Developments , by Mary Beth Dunham Nikitin Nuclear Cooperation Agreement with Russia: Statutory Procedures for Congressional Consideration , by Richard S. Beth Nuclear Cooperation with Other Countries: A Primer , by Paul K. Kerr and Mary Beth Nikitin Nuclear Weapons in U.S. National Security Policy: Past, Present, and Prospects , by Amy F. Woolf Open Source Intelligence (OSINT): Issues for Congress , by Richard A. Best, Jr. and Alfred Cumming Operation Iraqi Freedom: Strategies, Approaches, Results, and Issues for Congress , by Catherine Marie Dale Organizing the U.S. Government for National Security: Overview of the Interagency Reform Debates , by Catherine Dale, Pat Towell and Nina Serafino Pakistan's Nuclear Weapons: Proliferation and Security Issues , by Paul Kerr and Mary Beth Nikitin Pakistan's Political Crisis and State of Emergency , by K. Alan Kronstadt Proliferation Security Initiative (PSI) , by Mary Beth Nikitin Retroactive Immunity Provided by the FISA Amendments Act of 2008 , by Edward C. Liu Satellite Surveillance: Domestic Issues , by Richard A. Best Jr. and Jennifer K. Elsea	Second FY2008 Supplemental Appropriations for Military Operations, International Affairs, and Other Purposes , by Stephen Daggett, Rhoda Margesson, Catherine Dale, Pat Towell, Susan B. Epstein and Curt Tarnoff Section 1206 of the National Defense Authorization Act for FY2006: A Fact Sheet on Department of Defense Authority to Train and Equip Foreign Military Forces , by Nina M. Serafino Servicemembers Civil Relief Act: Proposed Amendments in the 110th Congress , by R. Chuck Mason The Servicemembers Civil Relief Act (SCRA): Summary and Proposed Amendments , by R. Chuck Mason Status of Forces Agreement (SOFA): What Is It, and How Might One Be Utilized In Iraq? , by R. Chuck Mason Strategic Airlift Modernization: Analysis of C-5 Modernization and C-17 Acquisition Issues , by William Knight and Christopher Bolkcom U.S. Arms Sales: Agreements with and Deliveries to Major Clients, 1999–2006 , by Richard F. Grimmett U.S. Arms Sales to Pakistan , by Richard F. Grimmett U.S.–Iraq Strategic Framework and Status of Forces Agreement: Congressional Response , by Matthew C. Weed U.S.–Russian Civilian Nuclear Cooperation Agreement: Issues for Congress , by Mary Beth Nikitin	Veterans Affairs: Historical Budget Authority, Fiscal Years 1940 through 2007 , by Christine Scott Veterans Medical Care: FY2009 Appropriations , by Sidath Viranga Panangala Weak and Failing States: Evolving Security Threats and U.S. Policy , by Liana Sun Wyler "Wounded Warrior" and Veterans Provisions in the FY2008 National Defense Authorization Act , by Sarah A. Lister, Christine Scott and Sidath Viranga Panangala
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